[Parts 1-10 on 9331.91 A13]

9331.91A16

~~9331.91a13~~

11-14

GIVEN BY

U. S. SUPT. OF DOCUMENTS

NATIONAL DEFENSE MIGRATION

HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

FIRST SESSION

PURSUANT TO

H. Res. 113

RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT AND POTENTIAL CONSEQUENCES OF THE MIGRATION CAUSED BY THE NATIONAL DEFENSE PROGRAM

PART 12

SAN DIEGO HEARINGS

JUNE 12 AND 13, 1941

Printed for the use of the Select Committee Investigating National Defense Migration

NATIONAL DEFENSE MIGRATION

HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

FIRST SESSION

PURSUANT TO

H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT AND POTENTIAL CONSEQUENCES OF THE MIGRATION CAUSED BY THE NATIONAL DEFENSE PROGRAM

PART 12

SAN DIEGO HEARINGS

JUNE 12 AND 13, 1941

Printed for the use of the Select Committee Investigating National Defense Migration

UNITED STATES
GOVERNMENT PRINTING OFFICE
60396 WASHINGTON : 1941

U. S. SUPERINTENDENT OF DOCUMENTS

SEP 25 1941

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION

JOHN H. TOLAN, California, *Chairman*

JOHN J. SPARKMAN, Alabama
LAURENCE F. ARNOLD, Illinois
CARL T. CURTIS, Nebraska
FRANK C. OSMERS, JR., New Jersey

ROBERT K. LAMB, *Staff Director*

HAROLD D. CULLEN, *Associate Editor*
JOSEF BERGER, *Associate Editor*

CONTENTS

	Page
List of witnesses	v
Thursday, June 12, 1941, morning session	4823
Testimony of Walter W. Cooper	4823
Statement by Walter W. Cooper	4824
Testimony of Walter W. Cooper, resumed	4828
Testimony of Otis Mirrel Porter	4836
Testimony of Walter Bellon	4841
Statement by Walter Bellon	4841
Testimony of Walter Bellon, resumed	4843
Testimony of Edgar N. Gott and Herman R. Wiseman	4848
Statement by Edgar N. Gott	4848
Testimony of Edgar N. Gott, resumed	4850
Testimony of John Russell Price and Dorothy Price	4859
Testimony of Ray Mathewson	4862
Statement by Ray Mathewson	4863
Testimony of Ray Mathewson, resumed	4865
Thursday, June 12, afternoon session	4871
Testimony of H. S. Bear	4871
Statement by C. A. Blakely	4871
Testimony of H. S. Bear, resumed	4873
Testimony of Cecil M. Goodin	4876
Testimony of Max I. Black	4878
Statement by Max I. Black	4878
Testimony of Max I. Black, resumed	4887
Testimony of Alex M. Lesem	4895
Statement by Alex M. Lesem	4896
Testimony of Alex M. Lesem, resumed	4905
Testimony of Julius H. Rainwater	4911
Statement by Julius H. Rainwater	4912
Additional statement by Julius H. Rainwater	4918
Testimony of Julius H. Rainwater, resumed	4920
Testimony of Raymond Wayman	4927
Letter from Raymond Wayman	4927
Testimony of Raymond Wayman	4928
Friday, June 13, 1941, morning session	4931
Testimony of Will C. Crawford and Edward L. Hardy	4931
Statement by Will C. Crawford	4931
Testimony of Will C. Crawford and Edward L. Hardy, resumed	4937
Testimony of Howard Gardner	4943
Statement by Howard Gardner	4944
Testimony of Howard Gardner, resumed	4944
Testimony of Richard M. Neustadt	4947
Statement by Richard M. Neustadt	4947
Testimony of Richard M. Neustadt, resumed	4955
Introduction of statements	4962
Introduction of exhibits	4963
1. Report on rent increases, by California Relief Administration, San Diego office	4963
2. Federal aid for school housing, by Fred M. Tonge	4965
3. Memo on evidence of citizenship from Consolidated Aircraft Corporation	4967
4. Notice published by San Diego Realty Board	4968
5. Letter to Consolidated Aircraft Corporation from R. A. Wiest	4968
6. Letters protesting rent raises, by C. Edward Kops and Mrs. D. G. Bray	4969, 4970
7. Statement on rent raise, by Mrs. C. H. Blanchard	4970

Introduction of exhibits—Continued. Page
8. Report on rental conditions, by San Diego Realty Board 4971
9. Letter to the chairman, by Frederick J. Thatcher 4971
10. Needs of San Diego County School, by Ada York Allen, superintendent 4972
11. San Diego's defense housing, today and tomorrow, by Edward J. Howden 4974
12. Housing in California defense areas, by Carey McWilliams 4975
13. Additional hospital needs in San Diego, by Dr. E. A. Blondin 4984
14. Growth of population in San Diego, by San Diego Chamber of Commerce 4987
15. Effect of worker influx on the city plan of San Diego, by Lottie L. Crawford 4988
16. Map showing defense projects in city of San Diego, by Office of Planning Commission 4990
17. Hospital facilities in La Jolla area, by Curtis Hillyer 4991
18. Recreational facilities in San Diego, by George W. Braden 4992
19. Housing problems of women and girls, by Katherine C. Halsey 4993
20. Form statements used in answering inquiries, by Los Angeles Chamber of Commerce 4995
21. Reports and memoranda from officers of United States Navy 4999
22. Housing conditions in Los Angeles Harbor area, by Eugene Weston, Jr 5005
23. Public Law 137 (Lanham Act) 5007
24. Necessity of low-cost housing in San Diego, by Anita E. Jones 5009
25. Correspondence between National Congress of Spanish-speaking People of the United States of America, the committee, and certain employers and agencies 5010
26. Letters in re situation in Long Beach, Calif., submitted by Francis H. Gentry 5013
27. Letter in re housing for single men, Chas. F. Palmer, Coordinator, Division of Defense Housing Coordination 5015
Index to part 12, by subjects 5017

LIST OF WITNESSES

SAN DIEGO HEARINGS, JUNE 12, 13, 1941

	Page
Bear, H. S., commander, Civil Engineer Corps, United States Navy	4869–4875
Bellon, Walter, chairman, board of supervisors, San Diego County	4841–4847
Black, Lt. Max I., United States Navy (retired), chairman, San Diego Defense Housing Committee	4878–4895
Cooper, Walter W., city manager, city of San Diego	4823–4836
Crawford, Will C., superintendent of schools, city of San Diego	4931–4943
Gardner, Howard, assistant secretary, League of California Cities	4943–4947
Goodin, Cecil Martin, migrant aircraft school student	4876–4877
Gott, Major Edgar N., vice president, Consolidated Aircraft Corporation, San Diego	4848–4859
Hardy, Edward Lawyer, president, board of education, San Diego	4931–4943
Lesem, Alex M., director of health for city and county health department, San Diego	4895–4911
Mathewson, Ray, manager, San Diego office, California Department of Employment	4862–4869
Neustadt, Richard M., regional defense coordinator, Federal Security Agency, San Francisco	4947–4962
Porter, Otis Mirrel and Gladys, migrant defense worker and wife	4836–4841
Price, John Russell and Dorothy Frances, migrant and wife	4859–4862
Rainwater, Julius H., director, public welfare, San Diego County	4911–4927
Wayman, Raymond, representing civic organizations, Fallbrook, Calif.	4927–4929
Wiseman, Herman R., personnel administrator, Consolidated Aircraft Corporation	4848–4859

NATIONAL DEFENSE MIGRATION

THURSDAY, JUNE 12, 1941

MORNING SESSION

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE INVESTIGATING
NATIONAL DEFENSE MIGRATION,
Washington, D. C.

The committee met at 9:30 a. m. in the United States Customhouse and Courthouse, room 234, San Diego, Calif., Hon. John H. Tolan (chairman), presiding.

Also present: Catherine Bauer and John W. Abbott, field investigators.

The CHAIRMAN. The committee will please come to order. We will call Mr. Cooper as the first witness.

TESTIMONY OF WALTER W. COOPER, CITY MANAGER OF THE CITY OF SAN DIEGO, CALIF.

The CHAIRMAN. Mr. Cooper, will you please give your name and in what official capacity you are appearing here?

Mr. COOPER. Walter W. Cooper, city manager, city of San Diego, Calif.

The CHAIRMAN. How long have you been city manager, Mr. Cooper?

Mr. COOPER. Since the 8th of October 1940.

The CHAIRMAN. Now, Mr. Cooper, I have read your statement, and I think it is a very valuable contribution in showing the conditions here in San Diego. Of course, what we are interested in is migration as connected with the national-defense program, and the reason that we are here in San Diego is that we are conducting hearings on migration in various sections of the country. We will go to Connecticut next, then to New Jersey, and next month to Maryland and then back to Washington. We expect to make a report to the Congress in August.

It was considered necesssary to get the picture of conditions in San Diego, as this city probably has the greatest proportionate inmigration on account of the national-defense program of any in the United States. Now, suppose we approach it this way: Without reading your statement, we will incorporate it into the record here. Anything further that you want to send on to the committee at Washington, as I told you yesterday, will be accepted.

(The statement referred to is as follows:)

STATEMENT BY WALTER W. COOPER, CITY MANAGER, SAN DIEGO, CALIF.

Effects of the National-Defense Program on San Diego

The city of San Diego is in the midst of an industrial revolution. A revolution characterized by the suddenness and scope of its impact upon the community. The cause and responsibility for this change rests squarely on national defense.

In April 1940 the Federal census showed that San Diego had a population of 203,000. A decade earlier San Diego had a population of 148,000, an increase of 55,000 or 38 percent. In a single year since the 1940 census was taken, San Diego's population has increased almost as much as it did during the preceding decade. Another 50,000 persons probably will be added to the population of San Diego during the coming year, giving this city a population of over 300,000 by the end of the coming fiscal year, a population increase of 50 percent in 2 years. This increase is apart from the large increase of military personnel located in camps or stations in and about San Diego, totaling about 40,000.

In 1938 the city set up a long-term program of capital expenditures both for general improvements and for water development and conservation. In this program it was estimated that the population of San Diego in 1948 would be 260,000. We are already at that point and in a year from now the population will be about equal to that anticipated in 1960 under normal growth conditions.

That is, within a period of 2 years the city is being called upon to furnish plant facilities and a volume of service which, even under conditions of rapid growth to which San Diego by its past experience has become accustomed, would be expected to arise over a term of approximately 20 years.

Naval and military establishments

Prior to the recent influx of population San Diego was a well-ordered city, distinguished because of its climate and location as a highly desirable residential city. In addition, it was the center of a number of naval activities. The major military activities become apparent from the following list of establishments now located in or adjacent to San Diego:

Headquarters, Eleventh Naval District; naval training station; naval supply depot; naval radio stations; naval hospital; destroyer base; naval fuel depot; naval air station, North Island; Coast Guard base; marine base; Camp Elliott; Fort Rosecrans; and Camp Callan.

Camp Callan and Camp Elliott have been established since the expansion of the defense program and the other establishments have been greatly expanded. The construction of new, and the expansion of existing, military establishments have brought into the city large numbers of persons employed in the construction industry. To the extent that construction activity falls off in the future the imported construction workers will find employment locally in other industries or move to other areas where construction work is under way, or merely return to their former homes.

The major responsibility for increased local employment and the importation of workers rests with the defense industries, principally the aircraft-manufacturing business.

The increase in local population has resulted in extensive changes in local municipal administration due to increased activity and requirements for expanded service. These requirements involve increased personnel and expenses that go with them as well as expansion of facilities. The impact of this growth has been felt in every phase of municipal operation and administration. The effect on housing and the problem which it presents to school authorities and to our public health administrators will be presented by other witnesses.

Property turned over for defense

The city has strained its ability to aid the Federal Government in carrying forward locally the national-defense program. Valuable water-front property owned by the city has been turned over to the Federal Government, a site has been given in Balboa Park for the naval hospital, the site for Camp Callan has been leased to the Government at an annual rental of $1, the marine rifle range also represents a donation by the city. The city's budget for the coming fiscal

year will require municipal expenditures about $1,500,000 greater than during the current fiscal year.

In passing it should be pointed out that much of the construction which has taken place is tax exempt, being federally owned or constructed. Taxable wealth or property has not kept pace with population increases as might be expected with a more normal population growth. City tax revenue, largely resting on the taxation of real estate and improvements and personalty, has not grown proportionately with population or demands for funds. The State and Federal Governments collect locally taxes which reflect the increased income in the community through sales taxes and other taxes based upon income or profits.

TAX RATE UP 17 PERCENT

To meet requirements for service property owners are faced with higher local taxation. The tax rate for city purposes for the coming fiscal year will be about 17 percent higher than for the fiscal year just ending.

Being caused by national-defense activities and because of the very large local Federal investment, the Federal Government should participate in meeting the costs of local government and in the expansion of local facilities.

Work Projects Administration and the Federal Government, through the Navy, are cooperating with the city in the construction of a sewage-treatment plant and an interceptor sewer which will extend around the bay. Local taxpayers are contributing substantially to the improvement of sewerage conditions, having in April of this year approved a bond issue of $1,983,000 for the construction of trunk sewers. Today the bay is badly polluted because of the raw sewage flowing into it from the expanding city.

WATER SUPPLY

San Diego's water supply is rainfall captured and conserved in an extensive system of reservoirs. The system has been developed on a basis designed to impound water sufficient to carry through a period of 7 years without run-off. Based upon present demands, though reservoirs are now full, the supply is only sufficient for about 4 years. To augment reservoir storage capacity and main capacities, in November of 1940 the voters authorized the issuance of $4,300,000 of water bonds. To illustrate the increased demand for water, on May 20 of this year occurred the all-time peak day for water use—35,993,000 gallons—an increase of 15 percent over the peak day of May 1940.

A standby water supply is essential for the future and safety of San Diego. That is a supply not controlled by the vagaries of rainfall in San Diego County. The city has acquired a water right on the Colorado River amounting to 100,000,000 gallons per day. Works must be constructed to make this water available to the San Diego system. The cost of these works is estimated at $10,000,000, approximately. Extensive Federal aid on this project is essential if a continuity of water supply to this vital defense area is to be assured.

Increased activity has made San Diego's streets and highways inadequate to carry the traffic imposed upon them. With the assistance of State highway and Federal road agencies an access highway program has been prepared. Existing traffic congestion can only be corrected through full Federal participation in the access highway program. The cost is now estimated at $7,000,000 aside from the sums that the city proposes to spend on street openings and widenings.

Aside from capital expenditures the service facilities of the city must be expanded due to population increase.

EXPANSION OF POLICE FORCE

The police force must be expanded with an increased personnel and more equipment. Additional motorcycle officers are required to handle traffic, more detectives and patrolmen are necessary. In April 1940, 1,020 prisoners were booked at the city jail; in April 1941, 1,509 prisoners were booked, an increase of 47 percent. During the first 4 months of this year the increase in prisoners booked was 27 percent above the same months a year earlier.

To protect life and property in the areas where defense housing has been established, there exists a requirement for increased police and fire service, rubbish and garbage must be collected, even new street lights must be installed.

The expanding population requires additional facilities for wholesome entertainment and recreation. Playgrounds for children and young people must be expanded or built. Directors to supervise the activities of an increased number of users must be provided.

The same sort of problem presents itself in every department of municipal service—namely a requirement for increased service and facilities.

DEFENSE HOUSING PROJECT

To make the problems facing the municipal administration somewhat concrete, let me illustrate by citing the defense housing project now under construction on Linda Vista Mesa. The project is located on the mesa land north of the San Diego River. No one lived on the site where the Government is now erecting 1,766 dwellings to house 3,000 defense workers' families. The tract is connected with the city by two existing roads with poor alinement and bad turns. The one which will be largely used by men going to and from work has only a 20-foot concrete pavement with 3-foot dirt shoulders. To furnish water to the tract the city is hastening the construction of a water main on the south side of the San Diego River, which the housing project must tap at its own expense. A local sewer system must be constructed with the effluent carried into Mission Bay.

The Government has indicated its desire that the city supply police and fire protection, rubbish and garbage collection, street cleaning and maintenance, public-health service, library service, and in fact all services supplied by the city to its residents in built-up areas. Of course the board of education is expected and required to furnish school facilities.

"IN-LIEU-OF-TAX PAYMENTS

Because of the isolated situation of the development, municipal services cannot be supplied with existing facilities or organization. To render fire protection a fire station must be built in the area and equipped and manned. A police car and officers must be assigned to patrol the tract. Additional garbage and rubbish trucks must be purchased and manned and routes established. Being federally owned, the project will pay no local taxes. Under the Lanham Act, Public, No. 849, a payment in lieu of taxes is authorized, limited only by the amount of taxes the property would pay if privately owned. By administrative determination, this payment was fixed at 15 percent of the shelter rent—5.6 percent for schools and 9.4 percent in lieu of city and county taxes. The 9.4 percent is to be shared by city and county. The 15 percent of shelter rent will approximate $150,000. Privately owned, the taxes would be at least 60 percent greater. The amount which the city is to receive will be insufficient to reimburse it for the out-of-pocket expense to be incurred by the city for direct services to be furnished in the community, such as wages of policemen, firemen, garbage and rubbish collection, street cleaning and maintenance, etc. Without adequate compensation from the Government for services to be rendered, local taxpayers must make up the deficiency or the services will not be provided.

In dealing with the problems of expansion, the inevitable contraction must also be borne in mind. Expansion must be so ordered that when the emergency ceases and some of the local workers and the military personnel return to their former homes the city will not be overburdened with expanded facilities and enlarged personnel that will hamper readjustment to changed conditions.

A FEDERAL RESPONSIBILITY

In dealing with the local problems the Federal Government should not be less generous with municipalities than it is with industry in its advance of funds on a basis which eliminates risk so far as possible from national-defense industry and offers every promise of profit. The point of this discussion, from the point of view of municipal administration in San Diego, is that there exists a Federal responsibility to share in the cost of local government in San Diego. The requirements for additional expenditures arise because of national defense, not local defense, and there exists a national responsibility to participate.

The city has been visited by innumerable representatives of Federal civil-defense agencies and all have left apparently convinced of the necessity for Federal assistance to the city of San Diego. They have uniformly commended San Diego for the efforts which the city has put forth in meeting emergency conditions, but as yet nothing tangible has resulted in the way of substantial Federal participation. H. R. 4545, which I understand is now before the Senate, represents a recognition of this obligation, although the $150,000,000 which the bill provides is, I believe, hopelessly inadequate for the purpose. The enactment of this piece of legislation has been too long delayed. Municipalities operate on budgets under charter restrictions. Operations must be planned and provided for in advance.

This bill should be enacted immediately, and defense area municipalities definitely advised what they may expect in the way of Federal assistance.

The citizens of San Diego have willingly cooperated with the Nation in this emergency, even though community life and development have been largely disrupted thereby. Entirely aside from the physical discomfort which is inevitable in times such as these, the good faith of the citizens has been demonstrated by the voting of more than $6,000,000 of bonds, the gift of valuable tracts of land, and the acceptance of a substantially increased tax rate. I am sure they will continue to give willingly as they have in the past, but this is not enough. If the Nation is to be assured that this national-defense area is to have adequate police and fire protection, a certain water supply, and other municipal services, the Federal Government must come to the fore and accept financial responsibility for the conditions which it has created.

(Supplementary information was submitted by Mr. Cooper in the following letter and statement:)

THE CITY OF SAN DIEGO,
San Diego, Calif., June 13, 1941.

Hon. JOHN H. TOLAN,
Chairman, House Committee Investigating National Defense Migration, San Diego, Calif.

DEAR CONGRESSMAN TOLAN: Supplementing the statement which I filed with you at the hearing on national-defense migration, held in San Diego on June 12, I submit the following information concerning the financial position of the city of San Diego. This information is submitted in response to questions which you directed to me and which I answered only in general terms.

Section 76 of the charter of the city of San Diego provides that no indebtedness shall ever be incurred by the city of San Diego for public improvements which shall in the aggregate exceed 25 percent of the assessed value of all real and personal property of such city.

Section 90 of the charter provides that the amount of bonds which may be issued for the purpose of development, conservation, and furnishing of water shall not exceed 15 percent of the assessed valuation of all real and personal property. This section also provides that the amount of indebtedness incurred for other public improvements shall not exceed 10 percent of the assessed valuation of real and personal property.

Based upon the latest available assessment of real and personal property—that is, March 1940—the assessed value of all property within the city of San Diego is $149,932,440. As of that date the limitation on the issuance of water bonds was $22,489,866 and on bonds for other public improvements, $14,993,244, a total bond debt limit of $37,483,110.

The authorized bonded debt of the city of San Diego as of June 1, 1941, is as follows:

Water bonds issued and outstanding	$15, 976, 058. 71
Other bonds issued and outstanding	2, 308, 881. 54
Sewer bonds authorized Apr. 22, 1941, not yet sold	1, 983, 000. 00
Total bonds authorized and/or issued	20, 267, 940. 25

All of the above bonds are a direct obligation of the city and secured by the full faith and credit of the city. The city has no authority to issue revenue bonds.

As will be noted from the figures given above, the available bonding capacity of the city with respect to water development is about $6,500,000, a sum entirely inadequate to provide a standby water supply. While the city's debt, in total, does not approach the total debt limit, the wide margin for issuance of new bonds applies to general improvement bonds and not to bonds for water purposes.

For your further information I am attaching a statement of the financial condition of the city of San Diego as of June 30, 1940, revised to June 1, 1941.

Yours very truly,

WALTER W. COOPER, *City Manager.*

STATEMENT OF BONDED INDEBTEDNESS AS OF JUNE 30, 1941

(Furnished by the Office of City Auditor and Comptroller, City of San Diego, Calif.)

GENERAL INFORMATION

City of San Diego, County of San Diego, State of California.
Incorporated 1850, population 1930, 147,897; 1940, 202,038.
Fiscal year begins July 1; council-managerial government.
City owns and operates water system, harbor, airport, cemetery.
Funds of the city are deposited in various local banks, secured in the amount of 110 percent by bonds of the United States Government, the State of California, and its political subdivisions.

GENERAL OBLIGATION BONDED DEBT

Charter limitation: Water purposes, 15 percent of assessed valuation; other purposes, 10 percent of assessed valuation.
All bonds are full faith and credit obligations of the municipality and are issued pursuant to the provisions of Act No. 5178, Deerings General Laws of the State of California, Statutes of 1901, page 27.
All bonds are serial and are not callable. This city has never defaulted on its bonds. In 1898 the city issued the first and only issue of refunding bonds.
Each year a special tax is levied to provide funds for bonded debt service. This is a charter provision. No sinking fund is accumulated for this purpose.

Bonded debt as of June 1 1941:

For water purposes	$15, 976, 058. 71
For other purposes	2, 308, 881. 54
Total	18, 284, 940. 25

Bonds authorized but unsold:

For water purposes	
For other purposes	1, 983, 000. 00
Total	1, 983, 000. 00
Total outstanding and unsold	20, 267, 940. 25

TESTIMONY OF WALTER W. COOPER—Resumed

The CHAIRMAN. Suppose you tell us what the national-defense program has meant to San Diego. How have you handled this load? What effect has it had upon San Diego with respect to its different utilities, its sewerage, schools, and so on? I would like to have you, for the purpose of the record, give us a verbal picture of the situation as you see it.

Mr. COOPER. Thank you, Mr. Chairman. In the name of Mayor Benbough, I might say that the administration of the city of San Diego is very appreciative of the interest that your committee has in San Diego, as indicated by your coming here and conducting a hearing for purposes of the preparation, I take it, of an interim report.

The CHAIRMAN. That is right.

Mr. COOPER. We are deeply appreciative of the fact that you are concerned, and that the Federal Government, as represented by your presence, is concerned in what is happening in San Diego, and we are very happy to come before you and tell you our story, as we see it.

MILITARY AND NAVAL CENTER

San Diego has been in prior years distinguished largely by the fact that it was a residential, a home community, a community to which people came because of the particular advantages of its location, its climatic advantages. Many came here to settle down at the age of retirement, and to spend their declining years here. Coupled with that phase of the city's growth there has been an extensive military development. We have always considered that San Diego has one of the most important and finest locations for naval and military use, and that fact, of course, has been generally recognized by the Federal Government.

San Diego has never been, to any extensive degree, an industrial center, but it did offer to certain types of industries peculiar advantages. Those advantages were recognized by the aircraft industry, which started here in a modest way. But with the development of the national emergency, aircraft became a No. 1 industry, and development here was immediate and extensive.

The CHAIRMAN. More extensive, would you say, than in any other location in the United States?

Mr. COOPER. Well, I would say this: More extensive than any other location in the United States in relation to population and size of community. In the national-defense program, as I see it, the cities affected would fall roughly into three classes:

First, large industrial communities which have a large labor population to draw upon, where you can put a large industry and yet not create a severe problem.

The CHAIRMAN. You mean, in other words, that if we were to take a city like New York, with its millions of people, it could absorb 100,000 and not notice it as much as, say, 10,000 coming into San Diego?

Mr. COOPER. That is right. It scarcely makes a ripple on the surface. To a degree that is also true of the metropolitan area of Los Angeles. That area can absorb a large influx without creating too severe a problem. For example, you will find, in the Los Angeles area, men employed at the Vultee plant at Downey, who live as far away as the San Fernando Valley.

Then, second, you have those communities where a defense industry just completely swallows the community, as, for instance, where you have put a powder plant next to a town of 500 or 600 persons.

Then, as a third category, we have communities such as San Diego, where, percentagewise, the defense program completely disrupts and disorganizes the normal community life, but where increased activity can be absorbed to a degree somewhat beyond what would be the normal rate of growth.

SAN DIEGO'S GROWTH

Now, San Diego is a city that has had through the years a very substantial growth. In the 2 decades prior to 1930 San Diego's population more than doubled, and in the decade from 1930 to 1940 there was a 38 percent increase, making San Diego, I believe, the next to the fastest growing city of its class in the United States. So that

here, you see, we are not unaccustomed to rapid growth. However, the growth which has been experienced since something over a year ago is just unprecedented, even in the experience of San Diego.

Our plans for the future—our general plans—anticipated a city with a rate of increase continuing much as it had in the past. Our long-time planning program anticipated that by 1948 or 1950 there would be 260,000 people in San Diego, and by 1960, around 320,000.

Now, what has actually happened within the last year and what will happen within the coming year is that, so far as population is concerned, we will have grown in 2 years as much as it was anticipated we would grow in 20 years.

This sudden growth, of course, has meant a disorganization of practically all municipal services. Our plans were laid for an orderly growth. Suddenly we find ourselves with a disordered growth, and we have to step up the tempo of every community function. Now, this involves not alone municipal operations, or, let us say, municipal service—and by that I mean street maintenance, garbage collection, rubbish collection, fire protection, police and such matters—but also fixed capital investment that must go into our public services and facilities.

WATER WORKS IS CITY-OWNED

The city of San Diego owns and operates its own water department. Of course, we do have sewerage. The city does not own its electric, gas, or telephone facilities. The only municipal utility, in the ordinary sense, that we own is the water department.

We collect all the rubbish and garbage of the city, except in certain instances, such as the naval training station and like establishments, which are required to make their own arrangements for rubbish and garbage collection. Incidentally, rubbish and garbage collection here is free—that is, it is included in the taxes, and not separately billed, as is the case in many California cities.

Now, the growth of the population has resulted, as I say, in increased demands for municipal service. Last fall, in anticipation of the growing demand for water, a bond issue of $4,300,000 was voted by the citizens of San Diego. That was in November.

The CHAIRMAN. What is your bonded indebtedness?

Mr. COOPER. At the present time I believe it is of the order of $18,000,000, including the water-bond issue.

The CHAIRMAN. What is your limitation, or have you any?

Mr. COOPER. Our limitation would hit around, I think, $36,000,000. I am trying to recall it. I am sorry I haven't my financial reports here, so that I could answer those questions accurately.

The CHAIRMAN. I think that is very important. If you could supply those figures, it would be very helpful.

Mr. COOPER. I should be very happy to, and I would rather have my answers predicated on what the report will show, rather than my recollection now. This is the fact: If we were to go ahead and attempt to meet our problem, say, of a stand-by water supply, our bonding capacity would break down completely. We can't do it under our bonding capacity.

The CHAIRMAN. Then I suggest you file a supplemental statement for the record.

Mr. Cooper. Yes; I would like to do that.[1]

The Chairman. I am sorry to have interrupted you.

Mr. Cooper. That is all right. I would rather that the exact figures appear in the record than to depend on my recollection.

The Chairman. Yes.

MORE MAINS NEEDED

Mr. Cooper. The citizens' or taxpayers' action in increasing the water supply involves construction of a dam at $3,500,000 and $1,300,000 for additional distribution facilities—that is, large mains, not small distribution mains—because we are faced with the necessity of increasing our lines to bring water into the city. At the moment we have plenty of water in our reservoirs, but we do lack capacity to bring that water into the city and distribute it in the areas which now require it. Something of the order of $1,500,000 would be required to lay additional mains to bring in the water which we are going to need now and in the relatively near future.

The Chairman. Have you in mind the Kearney Mesa project?

Mr. Cooper. Yes, sir; that statement is predicated upon the full needs of a city of better than 300,000.

The Chairman. Mr. Cooper, I don't like to keep interrupting you, but with respect to your statement, I notice that you say that in the Kearney Mesa project there will be at least 1,776 units, which will take care of approximately 3,000 people.

Mr. Cooper. Yes, sir.

The Chairman. Do you mean 3,000 people or 3,000 families?

Mr. Cooper. Three thousand families. You see, some of the units are duplexes and some are for four families.

The Chairman. The reason I am calling your attention to it is that yesterday I was out there, and I understood then that there would be 3,000 housing units.

Mr. Cooper. I think they will have space for 3,000 families.

The Chairman. Will you check on that?

Mr. Cooper. I will be glad to. The 1,776 figure is my understanding of the number of buildings, as distinguished from housing or residential units.

The Chairman. I believe I was told that it would take care of about 10,000 people.

Mr. Cooper. That is right.

The Chairman. That would check with the 3,000 families?

Mr. Cooper. Yes, sir. In other words, you will have 3.2 persons per family.

The Chairman. But you will check on that?

Mr. Cooper. Yes, sir. I should be glad to do so. My understanding is that, so far as building units are concerned, there will be 1,776, with space for 3,000 families, just as you find in the Navy housing, where, for instance, you have 150 buildings for 600 families, or 4 families to the building.

The Chairman. That is correct.

[1] See Statement of Bonded Indebtedness, p. 4828.

MORE FUNDS FOR SEWERS

Mr. Cooper. Now, in addition to increasing the water facilities, in April of this year the city voted $1,983,000 for sewers—that is, major trunk-line sewers to be connected with an interceptor sewer and a sewage treatment plant to be constructed.

In connection with our sewer program, I want to pay my respects to the aid which we have had from both the Navy and the W. P. A. They have come to the fore very gallantly in assisting in an extensive program. The interceptor sewer and the sewage-disposal plant involved an expenditure of approximately $2,000,000, and, as I say, in addition to that there has been voted $2,000,000 of bonds for sewer lines, which will make available sewerage facilities to many parts of San Diego where they are not now available. That is of distinct assistance in the future development of housing here, because very many areas which in other respects might be highly desirable for, let us say, a group of demountable houses, trailer camps, and so forth, are unavailable because of the lack of sewerage facilities, or because the cost of such facilities is prohibitive.

San Diego, I think, has an excellent reputation for its cooperation with the Federal Government. As you are probably aware, the city has in the past donated to the Federal Government very large areas for military establishments, such as the naval training station, the marine base, the marine rifle range, the naval supply depot, the headquarters of the Eleventh Naval District. We have experienced a fine degree of cooperation with the Navy Department in that respect. The site of Camp Callan is within the city limits, or rather, it is on city property and is leased to the Federal Government at $1 a year.

The naval hospital is located on land which originally was a part of Balboa Park, but was voted out of the park and given to the Navy. So I think the city has displayed a fine degree of cooperation with the Federal Government.

HIGH TAX RATE FORESEEN

The city, in turn, for the coming year, is going to be faced with a substantially increased tax rate. We can't supply the services we are being called on to supply without material increases in city taxes.

The Chairman. What is your present tax rate?

Mr. Cooper. Our present rate is $1.92. For the coming year, I am satisfied it will be no less than $2.25. Now, that is the city rate.

The Chairman. I understand. What is the county rate?

Mr. Cooper. The county rate is, I think, $1.96, or right around $2, and the school rate for this year, as I recall, is $1.70.

The Chairman. What are the total taxes?

Mr. Cooper. $6; a little under $6 for this year.[1]

The Chairman. Do you know what the District of Columbia rate is—the total taxes?

Mr. Cooper. Well, I think they are limited to $1.75.

The Chairman. You are correct. That is absolutely correct. We are not quite satisfied with that back there, either.

Mr. Cooper. I understand they are always anxious to get from Congress all that they can.

[1] See testimony of Walter Bellon, p. 4845.

The CHAIRMAN. I mentioned the District tax rate only for purposes of comparison.

A SECOND DISTRICT OF COLUMBIA

Mr. COOPER. I understand San Diego is fast becoming, because of the extensive Federal investment here, a second District of Columbia. That brings me to the point that I want to make next: That with this tremendous activity and growth we are experiencing here, much of the new property is tax-exempt or tax-free, being Federally constructed. So that we have only one alternative—to increase the tax rate on the property which is subject to taxation.

Now, we understand that there are provisions in the Lanham Act which will permit payment in lieu of taxation for those projects falling within that act.[1]

The CHAIRMAN. Yes. I am very familiar with that legislation, but I think when San Diego presents its requirements along with other cities and States of the Nation, the total provided in the act—$150,000,000—is going to be woefully small.

Mr. COOPER. I am very glad, Mr. Chairman, to have you say that, because we have felt, in view of our needs here and in view of what the needs elsewhere must be, that $150,000,000 is scarcely a drop in the bucket. We could set up a program that would take quite a substantial percentage of the entire amount provided, and I am sure that other municipalities feel equally keenly as to the need, although I believe, frankly and honestly, that we present as complete a situation requiring Federal assistance as any community that can be found in the country, with the exception of those instances in which defense activities have just taken over the community, swallowing up what was normally the community life.

BASIS OF "IN-LIEU" PAYMENTS

Reverting to this matter of in-lieu payments with respect to Federal projects, I want to point this out: That we have been informed that, by administrative order, under the Lanham Act the in-lieu payments have been limited to 15 percent of the shelter rent.

Now, the shelter rent for a full year, so far as I am able to determine it, from the Kearney Mesa house project and the dormitories built by the Federal Works Agency, would be of the order of $1,000,000. Fifteen percent is $150,000, and that, of course, is divided in three ways: Schools, county, and city. I understand that for school purposes 5.6 percent has been allocated, and the remaining 9.4 percent will represent the compensation for the city and county.

Now, actually, in a situation such as the Kearney Mesa housing project, there is but little county activity. In other words, there are few expenditures there that might be viewed as county out-of-pocket expenditures. True, they must maintain the county jail, they must maintain the courts, and so far as elections are paid for by the county, they will result in increased expenditures commensurate with the increase in population.

But the city is faced with certain very definite out-of-pocket expenditures. Now, that arises partly because of the location of the housing project. Had the project or the 1,776 units been scattered

[1] The act referred to, approved October 14, 1940, and amended and approved June 28, 1941, appears as exhibit 23 in this volume, p. 5007.

throughout the city of San Diego, the children would have gone to city schools. It is true, of course, that that would have overcrowded many schools.

But fire protection would have been afforded from existing fire stations. The police would have rendered services in connection with the regular patrol routes. Garbage and rubbish would have been collected by the present methods. With the new houses creating the extra load, we probably would have had to put on additional personnel and trucks, but it would not have created the problem of setting up an entirely new service. The streets would have been cleaned in front of the houses, as we clean them now.

LOCATION OF KEARNEY MESA PROJECT

The CHAIRMAN. How far is the Kearney Mesa project from San Diego?

Mr. COOPER. It is located on the mesa land lying northerly of the San Diego River, just to the west of what is known as the Sixth Street Extension. I would say the distance to the center of it is approximately 2 miles from the nearest built-up area in San Diego. It is located in an area where we had no development whatsoever. They took bare land and have built up a city of 10,000 people entirely within the city limits of San Diego.

To service that area properly we would have to build a fire station. We can't serve it adequately from any existing station.

The CHAIRMAN. In your opinion does it constitute a fire hazard now?

Mr. COOPER. Potentially; yes. However, we will respond to alarms out there.

The CHAIRMAN. You have responded to a good many alarms, haven't you, in the past?

Mr. COOPER. Yes; false and otherwise, I am afraid. The project will require special police protection. In other words, we will have to set up our special patrol route out there. We will have to assign special officers during periods of heavy traffic. In other words, we cannot answer the needs through existing assignments.

Of course, we will have to establish garbage and rubbish collection, and street cleaning, and such other maintenance services as are required to be set up for the area. Library facilities should be brought in, and parks, and playgrounds should be established. It is as yet undetermined as to who is going to do all this.

SAYS FEDERAL AID IS ESSENTIAL

The CHAIRMAN. Do you feel, Mr. Cooper, from the observations you may have made of this whole national-defense program and the resultant increase in population, that it is financially possible for San Diego to take care of its increase? Do you feel that you can do it alone, without Federal aid?

Mr. COOPER. It is definitely impossible, and for several reasons: First, wealth—taxable wealth—has not been substantially increased by this influx of population. The vast majority of people who are coming in here are at present nontaxpayers. They will contribute nothing to our city revenues.

Now, the city itself is able and willing to take care of all its normal growth, its normal demands. But it cannot take care of the abnormal demand. We have in our city charter a definite limitation upon the taxes we can levy. We are limited to $1.34 for general purposes, which does not include the amount needed for bond redemption and retirement, or for certain special items set up in the budget. The limit that I could go to in my budget this year, and the limit that I set up in determining items to be included, was based on the necessity of keeping within $1.34. I had to trim the budget that I actually submitted to the council, to remain below the $1.34. By "trimming" I mean eliminating or excluding some items that I felt were needed and essential.

The CHAIRMAN. Could you do as the Government has—alter the legal limit?

Mr. COOPER. To do that would take a vote of the people, and to hold such an election would cost $20,000 or $25,000, and I have some doubt as to whether the vote would be in favor of it. Of course, municipalities operate on rigid limitations as to how they can spend their money. In other words, we can't have a deficiency appropriation, such as the Federal Government can make through Congress.

When the budget is set up and when the appropriation ordinance is passed that establishes the amount of money we can spend during the ensuing year. Even though I were to underestimate the actual needs, I cannot spend beyond that amount. Our appropriation ordinance represents the ceiling of our expenditures. We have to set that up a year in advance of the actual period in which it is to be expended. The cities do operate under rather severe financial limitations, and that is one of the things that makes it impossible for a city like San Diego to shoulder the burden as it comes along, in a defense area such as this, where the population is increased at the rate of 50,000 a year.

Now, in the statement which I filed with you, I have broadly outlined, rather than detailed, our problem.

The CHAIRMAN. Yes, I know.

Mr. COOPER. And I should be glad to supplement that statement with such detail as you might wish.

ON THE SELECTION OF KEARNEY MESA

The CHAIRMAN. I think, Mr. Cooper, with your statement and what talks I have had with you, that you have covered the situation very well. I think I have the picture, and I believe the record will reflect it.

One other point for the purpose of the record, though: How did the Federal Government come to select the Kearney Mesa site?

Mr. COOPER. Mr. Chairman, I am afraid I can't answer that question.

The CHAIRMAN. I suppose I should be able to answer it better than you.

Mr. COOPER. I can say this: We have had innumerable conferences, so-called, with the Federal authorities. They have come out here by the legion, and they dropped in to see the various city officials. Yes, I may say that there have been conferences. However, we usually find out these things, like the location of that project, after they have

happened. We are not taken into their confidence, and asked, "Now, is this the site that you think is best? Is this the place where you think this should go?"

We have expressed ourselves on some of these situations, largely as a defensive matter rather than as one representing a careful consideration of all the facts. But the selection of most of these sites has been dictated by conditions that the Federal Government has set up—limitation of money, let us say, or the necessity for going in and getting a sufficient area where there were no houses. The selection, apparently, has been dictated by some considerations aside from local community interest. The determination has been on the outside.

NATIONAL EMERGENCY RECOGNIZED

The CHAIRMAN. This is an emergency program, is it not?

Mr. COOPER. Yes, sir; and that is the position, more or less, that the city and the community has taken—that the national emergency dictates that we must play ball. We may not like it. We may not like what is being done, and there are innumerable people here who feel their condition has been decidedly "worsened" by what has happened. But we feel it is a national emergency, and we are going to play ball.

The CHAIRMAN. Anyway, it is here?

Mr. COOPER. Yes, sir.

The CHAIRMAN. And there remains the question of what part the city of San Diego and what part the Federal Government play in its financing.

Mr. COOPER. We want to go ahead with the Federal Government 100 percent, but there are limits beyond which we cannot go. Our hands are tied. And at such a point we think the Federal Government should step in and aid us.

The CHAIRMAN. Mr. Cooper, we thank you very much. We have many witnesses here. I would like very much to hear more from you, but our time is limited. I appreciate your contribution.

Mr. COOPER. Thank you very much.

The CHAIRMAN. Please express my thanks also to the mayor.

Mr. COOPER. Yes, sir. We appreciate this opportunity of appearing before you and the time you have given us.

The CHAIRMAN. I will next call Mr. Porter.

TESTIMONY OF OTIS MIRREL PORTER AND GLADYS PORTER, SAN DIEGO, CALIF.

The CHAIRMAN. Mr. Porter, will you give us your full name for the record?

Mr. PORTER. Otis Mirrel Porter.

The CHAIRMAN. And your wife is here with you?

Mr. PORTER. Yes, sir.

The CHAIRMAN. What is her name?

Mr. PORTER. Gladys.

The CHAIRMAN. Will you talk a little louder, please? The little boy your wife is holding, what is his name?

Mr. PORTER. That is Sherman Carl.

The CHAIRMAN. How old is he?

Mr. PORTER. He is 3 years.

The CHAIRMAN. And the next little girl?
Mr. PORTER. Mary Helen.
The CHAIRMAN. And how old is Mary Helen?
Mr. PORTER. She is 5.
The CHAIRMAN. And the boy next to you?
Mr. PORTER. Harry Allen.
The CHAIRMAN. How old is he?
Mr. PORTER. He is 7.
The CHAIRMAN. And you are how old?
Mr. PORTER. I am 39.
The CHAIRMAN. It wouldn't be fair to ask you how old your wife is, I suppose.
Mr. PORTER. Well, you had better ask her.
The CHAIRMAN. How old are you?
Mrs. PORTER. Thirty-one.
The CHAIRMAN. Now, these are not all the children you have?
Mr. PORTER. No, sir.
The CHAIRMAN. How many more have you?
Mr. PORTER. We have three more at home.
The CHAIRMAN. How old are they?
Mr. PORTER. We have Betty Jean, who is 13, and Otis Neal, who is 11, and the baby, Roy Eugene, who is 11 months.
The CHAIRMAN. Now, Mr. Porter, this is a part of the congressional committee which for the last year has been investigating the migration of people from one State to another, particularly people who were destitute. This is one of the follow-up hearings, on the national-defense program, to see how that has affected migration.
Mr. PORTER. Yes, sir.
The CHAIRMAN. We have heard over 100 migrants and I want to say this to you: That we will treat you with just the same courtesy as we have treated governors and mayors, and any other dignitaries. So I want your answers to be perfectly frank. There will not be any cross-examination, and the only thing we are interested in is to get, for the purpose of the record, your own story. Now, where were you born?
Mr. PORTER. I was born in Pawnee, Okla.
The CHAIRMAN. Were you on a farm there?
Mr. PORTER. No, sir; I lived in town.
The CHAIRMAN. What were you doing?
Mr. PORTER. My occupation was electrician.
The CHAIRMAN. How long did you work there in Pawnee?
Mr. PORTER. Ever since I have been big enough to work.
The CHAIRMAN. When were you married?
Mr. PORTER. In 1927.
The CHAIRMAN. In Pawnee?
Mr. PORTER. Well, in Pawnee County; yes, sir.
The CHAIRMAN. And was your wife raised on the farm?
Mr. PORTER. No; she was raised in Perry.
The CHAIRMAN. On a farm?
Mr. PORTER. In town.
The CHAIRMAN. Now, when did you become unemployed?
Mr. PORTER. In 1937.
The CHAIRMAN. What did you do after that?

Mr. PORTER. Just whatever I could get to do in the way of work here and there, wherever I could find it.

The CHAIRMAN. Odd jobs?

Mr. PORTER. Yes, sir.

The CHAIRMAN. Where did you live?

Mr. PORTER. We have a home in Pawnee.

The CHAIRMAN. You own your own home?

Mr. PORTER. Yes, sir.

The CHAIRMAN. Is anyone living in it now?

Mr. PORTER. We have it rented out.

The CHAIRMAN. How much rent are you getting?

Mr. PORTER. We are getting $12.50 furnished.

The CHAIRMAN. When did you leave Oklahoma?

Mr. PORTER. I left in January of this year.

The CHAIRMAN. With the six children?

Mr. PORTER. No, sir; they just came out 2 weeks ago.

The CHAIRMAN. How did you come out here?

Mr. PORTER. I drove for a lady in Long Beach. I drove her from Oklahoma City to Long Beach.

The CHAIRMAN. And you left all your children at home with your wife?

Mr. PORTER. Yes, sir.

The CHAIRMAN. How much money did you have when you left?

Mr. PORTER. I had, when I left home, about $14.

The CHAIRMAN. Did that last you throughout the trip?

Mr. PORTER. Yes, sir; I arrived in San Diego with $7.50.

The CHAIRMAN. And after you got here, what did you do?

Mr. PORTER. I went to the home of friends.

The CHAIRMAN. Do you have any relatives here?

Mr. PORTER. Not in San Diego.

The CHAIRMAN. Why did you want to come to San Diego?

Mr. PORTER. I have a friend here, and he worked for Consolidated Aircraft. I have a telegram that he sent me, and I came on the strength of that telegram.

(The telegram was handed to the chairman.)

The CHAIRMAN. The telegram reads as follows:

OTIS M. PORTER,
Pawnee, Okla.

Think you can get on right away if you come on out.

C. H. TUCKER,
4528 University, San Diego.

Now, what did you do with respect to obtaining employment after you arrived?

Mr. PORTER. I stayed with the Tuckers until I could get an interview at Consolidated. Formerly Consolidated had sent me an application blank to Oklahoma. They were badly in need of electricians, and they sent me an employment blank. I filled it out and sent it back air mail, and then this telegram came.

The CHAIRMAN. Just go on, in your own words.

Mr. PORTER. And I stayed with the Tuckers until I got my interview, and the day I got my interview, he told me to come back on a certain date and get my physical examination. I came back on that date. That was, I believe, January 22. I came back on that date and

got my physical examination, and was told to come back February 2 and go to work.

The CHAIRMAN. Did you go to work?

Mr. PORTER. Yes, sir; I went to work on February 2.

The CHAIRMAN. You have been working ever since?

Mr. PORTER. Yes, sir.

The CHAIRMAN. As an electrician?

Mr. PORTER. As an electrician in final assembly.

The CHAIRMAN. How much money do you make?

Mr. PORTER. I make 64 cents an hour.

The CHAIRMAN. How many hours do you work?

Mr. PORTER. We get 8 hours and 2 hours overtime.

The CHAIRMAN. Where are you living with your family now?

Mr. PORTER. At the Sunset Auto Court. That is on the bay here.

The CHAIRMAN. How much rent do you pay?

Mr. PORTER. We pay $18 a week for a 1-room cabin.

The CHAIRMAN. Eighteen dollars a week for a 1-room cabin?

Mr. PORTER. Yes, sir; and lucky to get it.

The CHAIRMAN. What is in that one room?

Mr. PORTER. We have a fold-away—in other words, a fold-away bed, and one bed, and an Army cot. And we have a kitchenette, and then a bathroom with a shower bath. Everything is furnished, however, on the $18 a week.

The CHAIRMAN. Well, that makes how many of you altogether?

Mr. PORTER. Makes eight of us.

The CHAIRMAN. Eight of you in the one room?

Mr. PORTER. Yes, sir.

The CHAIRMAN. Did you have difficulty getting it?

Mr. PORTER. Yes. My family arrived on Saturday at about 4 o'clock——

The CHAIRMAN. On what Saturday?

Mr. PORTER. Two weeks ago this last Saturday.

Mrs. PORTER. The 23d, I believe, on May 23.

Mr. PORTER. And we drove until 11 o'clock on Saturday night, trying to find a place to get in to sleep—just any place to sleep. I found a vacant cabin in the Bayview Auto Court, and rented it for one night only, and then the next day, Sunday, we drove all day. We drove out here to El Cajon, we drove to National City, we drove clear down as far as Chula Vista and up to La Jolla, and all over, and at 10 o'clock that Sunday night we finally found this cabin at the Sunset Auto Court, and we asked the man if he would rent it to us.

I told him the situation—that I had six children. He said, "We never turn away children," and I rented it from him. He said, "It is rather expensive," and he said, "You can't afford to pay it."

And I told him I had to have some place to live. And he said, "O. K. We will rent it to you for 1 week."

Well, the 1 week's time was up, and I didn't find a house again after that week, and after driving all Saturday and Sunday again, we failed to find a house. Every place we went, when we would get there and we would run it down, they would say, "Why, sorry, we don't take children. We won't take children."

The CHAIRMAN. What do your total wages amount to in a month?

Mr. PORTER. Approximately $135.

The CHAIRMAN. Then you pay more than half of that for rent?

Mr. PORTER. Yes, sir.

The CHAIRMAN. Do the children go to school?

Mr. PORTER. We have four children—well, three go to school and this little girl will go this next year. However, school back where they came from is already out, and they stayed home until the schools back in Oklahoma were out, and then they came on out.

The CHAIRMAN. Are any of the children going to school here?

Mr. PORTER. No; they are not going to school because they already have their grades made, and we didn't think it was necessary for them to go.

The CHAIRMAN. What do you say, Mr. Porter, about this: Would you rather be back home or here?

Mr. PORTER. If I had a job at home, I would rather be home.

The CHAIRMAN. That is the situation that we have found almost everywhere in our investigation. I have hardly ever met a person who wouldn't rather be at home if he could subsist there. And you feel that same way?

Mr. PORTER. Yes, sir.

The CHAIRMAN. What do you intend to do? Do you think you are going to stay here now?

Mr. PORTER. Well, if this work continues, which it looks like it will, for some time, I will stay at least as long as I am permitted to work out there.

The CHAIRMAN. What are you going to do afterward? Suppose this war is over and some of these plants are closed down. What would be your plan then?

Mr. PORTER. Well, that is the reason for keeping the home in Oklahoma. I have always got some place to go back to, where I can live if it comes to that.

The CHAIRMAN. Then you figure on saving enough money to go back home?

Mr. PORTER. Yes; we do, if we can find some place to live, where we can save some money. At the present time, where I am living it costs all my wages to pay our room rent and buy something to eat and other necessaries.

The CHAIRMAN. Do you find any other families in similar circumstances?

Mr. PORTER. Yes, sir. All through the plant I hear of families in the same condition. I hear of fellows living in places where the landlord comes to them and tells them that the rent is going up, and they say, well, their excuse is that their taxes are going up, and first one thing and another, and they have to have more money. Consequently, it takes all the money the boys can make to live.

The CHAIRMAN. In other words, you feel, Mr. Porter, that this defense program depends a great deal upon housing, does it not?

Mr. PORTER. It does.

The CHAIRMAN. As a matter of fact, you yourself were going to get out on account of the lack of it?

Mr. PORTER. Yes, sir. I turned in my resignation and told them I couldn't find a place to live, and that I was going back to Oklahoma if I couldn't find a place to live.

However, I have found a house. After so long a time, I have found a house, and I am not really able to pay the price that the lady asks, but in order to get it, I told her I would pay the price she asks.

The CHAIRMAN. You say you earn about $135 a month?

Mr. PORTER. Yes, sir.

The CHAIRMAN. You don't see much chance of saving any considerable amount of money now, do you?

Mr. PORTER. No. It doesn't look as though I will be able to save much. However, at the present rate of pay, and if I can find living quarters and things within my means, I can save money enough so that when it comes time to go back home, I can go back.

The CHAIRMAN. What are conditions among your friends, the persons you know in Oklahoma? Are they moving out here, too?

Mr. PORTER. At the present time, I couldn't say. I couldn't answer that question, because I don't know. I do know that several of them have wrote letters to me, asking the conditions here and could they get a job.

The CHAIRMAN. I take it you like the San Diego climate?

Mr. PORTER. Oh, yes. I think it is all right. I think the chamber of commerce did a good job.

The CHAIRMAN. Do you want to add anything, Mrs. Porter, to what has been said?

Mrs. PORTER. I don't know of anything.

The CHAIRMAN. You substantially agree with what your husband says here?

Mrs. PORTER. Yes.

The CHAIRMAN. Thank you very much, Mr. Porter, for coming down here. We appreciate it.

I will call Mr. Bellon.

TESTIMONY OF WALTER BELLON, CHAIRMAN OF THE SAN DIEGO COUNTY BOARD OF SUPERVISORS

The CHAIRMAN. Mr. Bellon, give your full name and in what official capacity you appear here.

Mr. BELLON. Walter Bellon, chairman of the board of supervisors, San Diego County.

The CHAIRMAN. How long have you been a member of the board of supervisors, Mr. Bellon?

Mr. BELLON. I am in my second term; 5 years now.

The CHAIRMAN. I have read your statement quite carefully, Mr. Bellon, and I think it is a very valuable contribution.

(The statement referred to is as follows:)

STATEMENT BY WALTER BELLON, CHAIRMAN, SAN DIEGO BOARD OF SUPERVISORS

SAN DIEGO AND THE PRESENT EMERGENCY

At present, San Diego County as a whole finds itself at the height of prosperity, prosperity that we have never enjoyed before. Paralleling this, we are faced with a staggering tax rate for this year of approximately $6.20 per $100 taxable valuation, with our county relief rolls holding firm to last year's high. With this in mind, we find in order to meet national-defense requirements that San Diego County has many readily apparent needs occasioned by the defense emergency: Increase in hospital facilities; new bridges strong enough to bear the weight of heavy military equipment; and means of meeting the added relief load that is apparent immediately after this defense prosperity.

It cannot be too strongly emphasized, however, that continuance of the emergency will create many needs not so readily foreseen or enumerated; and further, that end of the national emergency will undoubtedly create another, bearing even more heavily upon San Diego and other defense centers than the defense preparation itself.

EMERGENCY FUND

The county board of supervisors in this year's budget program has set aside one-half million dollars in the general reserve emergency fund to meet the immediate crisis, but if such crisis is in proportion to the 1933 depression, it will last but a few days. San Diego County is still paying heavily to the State of California for money borrowed to meet emergencies that were created by unemployment in 1934. The problems of the county board of supervisors are not only to meet the present emergency but to prepare against the next one, especially when defense industries go into decline throwing thousands out of work, leaving a burden of transient unemployed to be shifted about the country once more, far more suddenly than the transient burden has been built up by the inflow of persons seeking defense employment here. We have seen the effects of that burden on housing, which had to expand to meet the needs of new people. Can San Diego carry on as easily after the emergency?

BRIDGE CONSTRUCTION

At present we have in our county road system approximately 450 bridges. This does not include bridge construction under the State highway system. We were informed during our budget sessions of last month by our engineers that 60 new bridges should be constructed this year, all of which are wooden structures.

We find that many bridges of this type of construction would be unable to bear heavy military equipment. Main traffic arteries under the State road system, I believe, are ample to meet military needs, but would military maneuvers be successful, especially those using heavy mobile units, in traversing our county road system, especially during the rainy period? We have set aside sufficient money in our budget to rehabilitate and reconstruct about 30 unsafe bridge structures. We have in San Diego County about 2,500 miles of secondary county roads. About 500 miles in addition is under State control and in the State road system.

RELIEF

The new social order established in our county with reference to relief problems is one to be considered, as the problems are largely under the jurisdiction of San Diego County officials. We suddenly find our metropolitan area increasing through migration from other parts of the country in such rapid strides that it has been impossible to meet housing demands unaided. The city of San Diego is not a manufacturing center, but should be classed as an assembling location. However, it requires skilled and unskilled labor only during extreme assembling emergencies such as we have now.

When this emergency is over, these families that have ventured far to locate here will find no other place of employment because they have been trained in a definite, limited branch of industry in which defense materials are assembled. Very few of these men have sufficient skill to assemble a complete piece of apparatus. Therefore, with this limited knowledge, they are only capable of doing one thing well. San Diego County finds itself, therefore, facing a new condition which we have never experienced before.

At present we are providing relief for over 25,000 individuals, including Federal Government projects which the county sponsors, and, it must be remembered, at a peak of prosperity. We have on our county rolls of May 1941, 8,408 aged persons receiving Federal, State, and county relief. We have 298 blind, 760 orphans, and approximately 3,000 individuals known as indigents, or in other words 1,437 county indigent cases. This county problem costs the taxpayers at present over 50 percent of the county budget, or approximately $5,749,000, out of which is taken $552,000 annually to support the unemployable alone, or what is commonly known as the indigent load. This is shown in the tabulation below:

San Diego County Relief Load April 30, 1941

Type of aid	*Cases*	*Persons*
Indigent	1,452	2,663
Old-age assistance	7,836	7,836
Blind	280	280
State orphan aid	681	2,159
Total D. P. W	10,249	12,938
State Relief Administration	586	[1] 1,640
Work Projects Administration	2,147	[1] 6,012
Civilian Conservation Corps junior camps (variable)		450–500
Civilian Conservation Corps, senior camps		150
School lunch program		1,748
Farm Security Administration, grants		[2] 48
Farm Security Administration, loans		[3] 1,180
National Youth Administration (in school)		[4] 885
National Youth Administration (out of school)		[4] 595
Civilian Conservation, Indian Department		[4] 100
Grand total		25,796

[1] 2.8 persons per case.
[2] 14 cases.
[3] 347 cases.
[4] Approximately.

In 1930 the county of San Diego had a population of approximately 209,000, and we only had a welfare load costing $144,000. The last census indicated that our population increased 80,000, which increase was largely due to fairly prosperous times, but because of the new social order our relief cost reached, as I have said before, $5,749,000.

400,000 IN COUNTY

Since the census was taken, our population, according to some actuaries, has increased between 75,000 and 100,000 people. This is offering a new relief problem. Our county population now stands at approximatley 400,000 people, who are trained not for the farm but to assemble materials in defense manufacturing plants. This entire migration is caused by the national-defense program, but will the national-defense program provide employment for those persons and their families who migrated from other parts of the States and from foreign countries when the emergency is over?

TESTIMONY OF WALTER BELLON—Resumed

The CHAIRMAN. Now, we have many witnesses and I don't want to detain you any longer than necessary, but I just want you, in your own way, to give us a picture of what you want to have the committee consider.

Mr. BELLON. Well, I did give in round terms a picture of what we expect—that is, when this prosperity that we are going through ceases to exist, as it must do some time.

The CHAIRMAN. It always has.

LOW RELIEF LOAD IN PAST

Mr. BELLON. We perhaps may find ourselves in the same condition as we were in 1933. The community was financially able to take care of its needs at that time. We had a very low case load of welfare people. But we are now attempting to look at the picture of what is going to happen when we have a population of perhaps 450,000 in the county—100 percent more than 1933.

Speaking of our relief load in 1929, our entire cost did not exceed $160,000, but in the height of prosperity we find our relief load exceeding one-half of our county budget. We speak in terms of the

county budget at this time as being about $22,000,000, but that includes all fixed charges. Now, when I speak of our county budget, in relation to the relief load, I am speaking only of $11,000,000, which is the workable budget or the supervisors' budget.

The CHAIRMAN. What is your debt limitation there?

Mr. BELLON. We have none. However, we feel this year our entire welfare budget, in the height of prosperity, is approximately $5,700,000. Now, that is the starting point. That is the starting point to meet the next depression, which will be several hundred percent greater than the starting point of the last depression. At the starting point of the last depression our entire relief load was $164,000, and at the starting point of this depression it is $5,700,000.

NO LIMIT ON TAX RATE

Now, we are attempting to set aside a certain amount for the unemployables alone, we have been building up for the last 4 years an emergency fund that has reached $500,000. I think I made that statement in my letter to you. I am quite sure that I did.

Now, you can readily see, using the witness that has preceded me as an example, what is going to happen to that $500,000. It wouldn't last but perhaps a week or 2 weeks. We went through that experience in 1933. I believe we had an emergency fund then of $900,000, and we had hundreds swarm the courthouse, demanding recognition. It was given them in every way possible, using road-tax money to supplement their needs. We are still paying that debt off today, and will for the next 6 years.

But there are many other factors that enter into our expansion here, and one of them is this: The Federal Government has been no aid to the county in preventing the expansion of parks. There are certain groups that would like to form this county into a perennial garden, instead of one in which we can create wealth, and the Federal Government is largely responsible for this park system.

The CHAIRMAN. Are you one of the advocaters of that park expansion?

"PARK POOR"

Mr. BELLON. No, I am not an advocate of the State and Federal park expansion program. We are becoming park poor. In other words, 48 percent of our county is untaxable because of our park situation, tax-free Indian lands, and national forest. Just recently the State park board announced its intention to make further encroachments by adding 68,000 acres of fine lands which are located in the Vallecito and Carrizo sections of San Diego County in order to satisfy certain pressure groups located in Los Angeles and Imperial Counties at our expense. These lands are arid, not desert in character. All that is needed is water and ample water is there to be developed.

We do have hundreds of people who still have the pioneer spirit, who would like to settle down and do things for themselves. I can name one or two families that live in our arid area today, who are perfectly comfortable, having a small pension of $30 a month for two people, and saving money off the land that they have settled on some 5 or 6 years ago.

Now, our own State park system is attempting to change that, and if their program goes through, we will have little land for expansion, because a great deal of our county is mountain tops, as you realize. Out of a total of 2,700,000 acres, we have only 171,000 acres under cultivation.

The CHAIRMAN. What is the square-mile area of San Diego County?

Mr. BELLON. Four thousand two hundred square miles.

The CHAIRMAN. You have a big county.

Mr. BELLON. Yes; quite a large county. I wish to give this picture for the record. We have ample park facilities to take care of our needs for the rest of our existence; in fact, for the next thousand years. We have 53 city parks, 31 county parks, and 1 national forest of over 247,000 acres which encircles 640 square miles. In addition we have 6 large State parks on the western slopes and a State park known as the Anza Park in the eastern section of our county of over 481,000 acres, divided and split up into 216 separate parks which affects and destroys the potential development of 1,000,000 acres of county territory. This giant land grab affects our potential development and tax structure.

The CHAIRMAN. I am wondering how that is tied into this inquiry.

Mr. BELLON. It does tie into it, because in the future we hope to develop lands to take care of the needs of people who are clamoring to come here.

The CHAIRMAN. And you have to have the money to do it?

RESOURCES LOCKED UP

Mr. BELLON. We are going to encourage development if we are permitted to do so, but first we must have the land. If the land is given over to a State park system, development ceases and the wealth that could be created is locked up forever. There are metallic and nonmetallic minerals all through this area, which cannot be developed, contrary to statements made otherwise. Our people are forced to live in the metropolitan areas. Very few people want to be farmers. It appears farming is being discouraged. This gigantic park system in San Diego County is a blight upon a free people and discouraging to men with initiative and foresight.

The CHAIRMAN. That is right.

Mr. BELLON. But there are a few who do have the pioneer spirit, as I said before.

Now, with everybody rushing to the center of the city, when this prosperity has broken down, I can readily see that our tax rate will exceed $10. Our tax rate is pegged this year at $6.20 per $100 valuation. It is $2.11 in the county, and $2.06 in the city. We are going to hold it to $2.06.

The CHAIRMAN. Do you think it is going to be financially possible for San Diego County, on account of your increase in population as a result of the defense program, to handle it without Federal aid?

Mr. BELLON. No; we cannot do it. We could do it this year, that is, if the peak stays at this level.

INDIGENT CASES

Now, another point on welfare, which we are all interested in: The city has no welfare department, we take care of the entire county. In this peak of prosperity, we have only dropped, to be exact, 112 cases.

The CHAIRMAN. What do you mean by "indigent" cases?

Mr. BELLON. They are the unemployables, those that are considered to be unemployable, though they may be able to do certain types of light work.

The CHAIRMAN. What do you do with nonresident people who come in here who are indigent?

Mr. BELLON. We are taking care of them through a special fund we have provided. We provide food for them. Also, we spend several thousands each year sending families back to where they came from, after we find that they are unemployable or cannot find work.

The CHAIRMAN. Are you reimbursed for that by the State they came from?

Mr. BELLON. No, sir. That is out of our own county funds.

The CHAIRMAN. Your relief case load has decreased, has it not?

Mr. BELLON. No, it hasn't, except, as I say, the 112 cases.

Now, our old-age assistance load, for some unknown reason, has stopped climbing. That case load is a little under 8,000.

The number of our blind cases is growing, and our orphan aid is increasing, but we receive State and Federal aid for the orphans and blind.

PRISON CAMPS

Then another picture enters into this expansion, and that is our new polling places and the juvenile delinquency camps which we are forced to set up. Of course, not only juvenile, but those of age. There are two new prison camps that are costing us close to $100,000 a year. That is a new item of expenditure which we are compelled to meet. One is a new men's prison camp and one a new juvenile prison camp. That will make four prison camps that we have.

If we didn't do that, we would have to enlarge our jail, because we have about 75 percent more in our jail today than it really should hold.

Those facts bring your governmental expenditures up. I think we can hold them to a fairly low level, except for the expense in connection with juvenile delinquencies and the personnel to control them. We are employing about 130 additional adults in county government to meet the increased demands. Our pay roll now exceeds 1,600 persons in county government.

CALLS $72 RENT "EXCEPTIONAL"

The CHAIRMAN. Mr. Bellon, before I forget it: You heard Mr. Porter testify, didn't you?

Mr. BELLON. Yes.

The CHAIRMAN. About the rent he was paying, which was about $72 a month?

Mr. BELLON. Yes.

The CHAIRMAN. Is that general or not?

Mr. BELLON. No; that is not general. That is evidently an exception because he has so many children. For instance, there is a property next to mine which has about five rooms and is well equipped,

and it stood idle for 3 months at $40 a month, and was just rented by a Navy man.

The CHAIRMAN. Mr. Porter has only a one-room house.

Mr. BELLON. That is really out of the ordinary.

The CHAIRMAN. I just wanted to get your reaction to it.

Mr. BELLON. If he is a defense worker, is not the Government project, and those facilities, open for him to live in? I believe they have a camp out here on the Mesa, out across the river, which will take care of 12,000 persons, or about 4,000 families. That camp, I understand, has a low-rent base.

NO CUT IN GENERAL RELIEF LOAD

Miss BAUER. Just for the record, Mr. Bellon, will you distinguish between the general relief load and the relief load so far as categorical aid is concerned?

Mr. BELLON. The categorical aid is a new word they inserted in the record—I think to be used in the way of confusion.

The indigent aid is purely county aid. That is a direct county responsibility. Categorical aid includes orphan aid, blind aid, and old-age aid. That is the difference between the two, as we have it here in San Diego.

Miss BAUER. What is the distinction between the two of them, so far as the comparison between the load now and the load before is concerned? Your general relief load, is that up or down, considering that alone, apart from the categorical?

Mr. BELLON. Our general relief load is holding at about the level of last year, except our indigent cases have dropped a total of 112 cases.

The old-age aid has been increasing about 1,000 a year up to this year, and we find that it has stopped climbing this month. For what reason, we don't know, but I imagine that it will climb again, for we find through our investigations that many people come to California to live over the 5-year period that is required, and then make application for old-age aid. That qualifies them as citizens and makes them eligible to receive old-age aid.

The CHAIRMAN. Is there anything further that you want to present?

Mr. BELLON. No; nothing.

The CHAIRMAN. Then I will repeat the invitation that I made to you and to the city manager yesterday, that if there is anything further that you have in mind, which you wish to present, we will be glad to have you send it in to us, and we will make it a part of the record.

Mr. BELLON. I think you will have Dr. Lesem, who will speak on the hospital end of the welfare situation.[1]

The CHAIRMAN. All right. That is so as not to duplicate?

Mr. BELLON. Correct.

The CHAIRMAN. Thank you very much, Mr. Bellon. The committee will take a 5 minute recess.

(After a 5-minute recess.)

The CHAIRMAN. The committee will please come to order. Major Gott and Mr. Wiseman will be our next witnesses.

[1] P. 4895 ff.

TESTIMONY OF MAJ. EDGAR N. GOTT, VICE PRESIDENT, CONSOLIDATED AIRCRAFT CORPORATION, AND HERMAN R. WISEMAN, PERSONNEL ADMINISTRATOR, CONSOLIDATED AIRCRAFT CORPORATION, SAN DIEGO, CALIF.

The CHAIRMAN. Major, will you please give your full name and in what capacity you appear here?

Major GOTT. My name is Edgar N. Gott, vice president and director of public relations, Consolidated Aircraft Corporation.

The CHAIRMAN. And the gentleman with you?

Mr. WISEMAN. Herman R. Wiseman, personnel administrator, Consolidated Aircraft Corporation.

The CHAIRMAN. Now, you filed a statement here which will become a part of the record, but may I ask you how long you have been identified with Consolidated?

Major GOTT. Since January 1936.

The CHAIRMAN. Just what are your duties?

Major GOTT. Public relations director. That covers a number of angles.

The CHAIRMAN. What are some of them?

Major GOTT. Well, at present all relations with the public, other than those pertaining to manufacture, sales, accounting, and work of that kind.

The CHAIRMAN. Have you anything to do with the labor supply?

Major GOTT. Not directly. Mr. Wiseman can answer any questions along those lines.

The CHAIRMAN. You would rather discuss the housing end of it, would you?

Major GOTT. Yes; I would.

The CHAIRMAN. Then I will permit you to proceed in whatever way you want in order to bring out your ideas. Your statement is going to go into the record, but if there is anything additional or any part that you want to emphasize here, you may do so, and then I want to ask you some questions about it. Your statement will be printed in the record at this point.

STATEMENT BY EDGAR N. GOTT, VICE PRESIDENT, CONSOLIDATED AIRCRAFT CORPORATION

Some months ago it became evident that rents—especially in the lower brackets—were being increased to what seemed an unwarranted extent. As a result, many persons employed in defense industries were confronted with unreasonable expenditures for shelter.

The situation had its genesis at a time when the various housing projects proposed by the Government were still taking form and at a time when a number of San Diego landlords had not yet fully realized the cooperative attitude necessary in the present emergency. It was found that under present law a tenant had practically no recourse or protection so far as unwarranted rental increases were concerned.

A survey was made not only by the personnel office of Consolidated, but by the commandant of the Eleventh Naval District, which revealed that approximately 1,200 employees of the Navy and of Consolidated had been subjected to what they felt were unwarranted rental increases.

In the case of Consolidated the number of complaints reached approximately 150. This survey was started during January 1941, and it was then apparent that there was no legislation—either State or Federal—which would prevent the landlord from charging anything he pleased for rental, although in the case of the

Navy the Soldiers' and Sailors' Act for 1940 accorded partial relief. Shortly thereafter the Defense Housing Committee was organized and all data of this nature was turned over to that body.

FAILURE OF LEGISLATION

A bill was introduced in the State legislature closely patterned after recommendations made by the Consumer Division of the Office of Production Management, but this bill was never brought out of committee due to vehement opposition on the part of California real-estate interests. The city of San Diego under its charter, it is understood, cannot regulate rents. Therefore the only relief is through either State or Federal legislation. Attention is drawn to the Wartime Prices and Trade Board Order No. 30 of the Canadian Government, enacted effective on and after February 1, 1941. This act, it is understood, has very materially ameliorated the situation as regards high rents in and near defense centers in the Dominion of Canada.

I have not personally had specific instances of unwarranted rental increases brought to my attention for some months. This, I believe, is due to several factors:

First, for the time being the employment program of Consolidated Aircraft Corporation has been more or less stationary, awaiting the completion of our new parts-plant facility.

Second, there has been a gradual leveling off of tenants and housing facilities in an endeavor to reach a stable position.

Third, the completion of new Federal facilities and their gradual occupancy has improved the situation. In addition to which it is believed that property owners in this city, on the average, have become more indoctrinated with the necessity of cooperating with the Federal Government. (Perhaps this is partly due to fear of regulatory legislation.) A great deal of credit is due the homes registration bureau for their excellent work. This agency was authorized by the mayor of San Diego and sponsored by the defense housing committee. They have found a number of homes for many prospective tenants, which through lack of coordination would not otherwise have been made available.

STILL A LARGE SHORTAGE

It is a fact, however, that there is still a tremendous shortage—first of all, of any kind of houses; and, secondly, of houses within the price levels which would enable the average employee to enjoy their use. It is also a fact that from 75 to 80 percent of those offering houses will not permit children on the premises. The average price level of housing facilities suitable for our men should not exceed $30 per month.

It is interesting to note that, for example, in the issue of the San Diego Tribune-Sun for Tuesday, June 10, there were listed 27 furnished apartments for rent, of which only 5 indicated rentals of $30 and below. There were 62 furnished houses listed, of which only 10 showed rentals of $30 and below. It is my opinion further that notwithstanding the increase in facilities which will be afforded by the Government units now under construction, there will not only continue to be a shortage of houses as our employment increases but also that rents will continue to rise unless regulatory legislation is enacted.

FAIR RENTAL COMMITTEE

We have a fair rental committee in the process of establishment by the mayor. This committee, however, will have no power to enforce its decisions and will act only in an advisory capacity. Undoubtedly, this is a step in the right direction, but it is felt that the committee should be fortified with actual regulations which would prevent exorbitant rentals.

It is my opinion that a landlord should be entitled to a fair return upon his investment but no further; anything above a fair return should be unlawful. Conversely it is my opinion that basing charges for rentals upon the employee's income is not an equitable solution to the problem. This method of rental charge is, I understand, being adopted by the defense housing project located on Kearney Mesa, and is sure to result in hard feeling and friction.

It would seem that rents should be based solely upon the value of the property occupied and not measured by any other yardstick. This opinion, I believe, is shared not only by property owners here but also by those representing labor. It is furthermore believed that regulatory legislation, if passed, would not have

to be utilized in very many cases, as it is felt that the patriotic impulses of the average landlord will far outweigh his desire for temporary enrichment. However, the law should be there in case of necessity.

OUTLINE OF SUGGESTED LEGISLATION

Legislation of this type, based upon fair return, would in my estimation be preferable to that suggested by the Consumer Division of the Office of Production Management. A brief outline of same follows:

1. Granted that a landlord is entitled to a fair return upon his investment; the law should state what such a return should be—for instance, 1 percent of the appraised value per month—and then should fix a penalty for anyone charging in excess of that amount.

2. The appraised valuation could be determined by a representative of the county assessor, and would not necessarily have any bearing upon the then assessed valuation; but of course in cases where the appraised valuation was very materially increased then, as the assessor would be the deciding factor in making the appraisal, the property owner would think twice before raising the ante too high.

3. Rents to be so controlled would be only within a certain radius of accredited defense industries as certified to by either the Army, Navy, or Office of Production Management. Of course the legislation should be limited to the term of the present emergency.

These regulations should apply not only for the benefit of defense workers but for the benefit of anyone located in the defense area so designated. It is believed that those citizens who serve the defense workers—such as the butcher, the baker, and the candlestick maker—are also vital to the defense industry. At present, however, they have no preference as regards the rental and housing situation, and are subject to the same difficulties as those which confront the defense workers. In all fairness, any legislation should apply to all those living in the defense area specified.

EMPLOYMENT SITUATION

As regards the employment situation, we submit the following:

1. We are receiving approximately 300 calls a day, as well as from 100 to 110 new applications.

2. There are approximately 40,000 applications on file which are less than 1 year old; the majority of these applicants are now employed in other plants and industries.

3. Last June we had approximately 7,000 people on our pay roll; there are 16,600 at present. To gain that figure it was necessary to hire approximately 10,500 because of turn-over. We will probably increase our pay roll 7,000 to 8,000 between now and January 1, 1942, which will entail hiring possibly 8,500 to 9,500 to obtain that increase.

4. Our starting rates are comparable with those found in the East; our overtime schedule is likewise comparable. In hiring men from the East the words "aircraft" and "southern California" are an attraction; since increased production in the East, however, we have lost all except our "southern California incentive."

5. Our wages are comparable with other California aircraft industries. In skilled trades our going rates are comparable, but due to our incentive plan our starting rates are not as high as job shops or some other types of industry.

6. The average distance traveled by our employees is 5.3 miles; however, in this area there is considerable congestion of families and some crowding in rooming houses, etc., which would be alleviated if the tenants could be located throughout a larger radius.

TESTIMONY OF MAJ. EDGAR N. GOTT AND HERMAN R. WISEMAN—Resumed

The CHAIRMAN. Now, Mr. Gott, we shall be glad to hear any comments you may desire to make.

Major GOTT. I think the most important thing at present is that, in order to secure fair rentals or facilities, a fair-rents committee should be established, which is being done, as I understand it, but that that committee should be empowered to enforce their findings.

The CHAIRMAN. Who would appoint the committee?

Major GOTT. The committee, as I understand it, is to be appointed by the mayor, and I have understood that its personnel is to comprise persons of responsibility, who have the respect of the community, from various walks of life, and not prejudicial to any particular interest.

The CHAIRMAN. Would you include the Army and Navy and Government representatives?

Major GOTT. I don't think that the Army and Navy representatives could serve on such a committee. I don't know.

The CHAIRMAN. I am just thinking out loud, to find out your thoughts in the matter.

Major GOTT. Yes. So far as I can see, their participation would not be of any advantage, either to the service or to the work that they are supposed to do.

The CHAIRMAN. Would you recommend that fair-rents committees, similar to the one that you indicate, should also be appointed in other national-defense communities?

Major GOTT. Wherever the necessity arises, yes.

The CHAIRMAN. Wherever there has been a great increase in population on account of the national-defense program?

Major GOTT. Yes.

The CHAIRMAN. Now, has such a committee been authorized by the legislature?

DEFENSE HOUSING COMMITTEE

Major GOTT. No. Through the efforts of the—I can't remember which Government agency it was; I think Mr. Scarbrough represented that agency—the mayor appointed a defense homes committee. Let me get the name of that right. I have it in here somewhere.

The CHAIRMAN. A fair rent control committee?

Major GOTT. That is another one. Defense housing committee. Now, that committee was made up of a number of interested people. That committee was appointed by the mayor. Lieutenant Black, of the staff of the commandant of the Eleventh Naval District, was chairman. His specific duties in the naval district are in connection with the hiring of civilian personnel. We have various representatives on that committee.

That committee has, in turn, brought into being the homes registration bureau, which is set up in the civic center, for the purpose of coordinating people who want to rent houses with those who want to become tenants; I mean the landlord and the tenant. They have done a very good job.

Then in addition to that, I understand the mayor is to appoint, possibly already has, a fair rents committee, whose duty it will be to pass upon any complaints as to rental increases. That, I believe, is now in process.

ENFORCEMENT IS PROBLEM

The CHAIRMAN. The weakness of it will be the right to enforce?

Major GOTT. That is right.

The CHAIRMAN. How will you do that?

Major GOTT. Through public opinion, through publicity, and moral suasion.

The CHAIRMAN. You would not suggest legislation, would you?

Major GOTT. Yes; to back that committee up.

The CHAIRMAN. Could that be handled by an ordinance?

Major GOTT. You mean a Presidential order?

The CHAIRMAN. No; an ordinance; a city ordinance.

Major GOTT. I don't think the city charter permits such regulation. I can't say definitely as to that, but I understand it does not. It will either have to be State or Federal.

The CHAIRMAN. From your investigations do you find that exorbitant rents do exist here?

Major GOTT. We made a survey and the commandant of the Eleventh Naval District made a survey, I think, in January.

Mr. WISEMAN. That is right; in January.

Major GOTT. And a number of cases were brought to light. Those cases were, in turn, referred to this defense housing committee and investigations were made. Well, the investigations were made by the realty board representatives here in San Diego.

Now, since then no further survey has been made, and as I stated here, there may be several reasons why the situation may not be as acute now as it was then. That was before these government houses had come into being, and a number of other developments, so that I can't say at the present moment whether that condition still exists or not.

The CHAIRMAN. Was the survey filed?

Major GOTT. It was. I believe the survey was turned over either to Mr. Scarbrough or Mr. Palmer, I am not sure which. Lieutenant Black can give you that information in detail.

EMPLOYMENT TREND LEVELED OFF

Another thing, Congressman Tolan: The employment schedule of Consolidated has temporarily leveled off. We have maintained a level of 16,500 men for about 3 months. [To Mr. Wiseman:] Is that right?

Mr. WISEMAN. That is correct.

Major GOTT. That was for about 3 months. As soon as this new facility or works starts up, we will gradually pick up. In fact, we are commencing to pick up now. We will take on, as the report here states, possibly 7,000 to 8,000 men between now and January 1, which will mean hiring between 8,500 and 9,500, on account of the turn-over.

The CHAIRMAN. What housing is to be provided for that additional group of workers? Is any plan being worked out?

Major GOTT. Yes. The housing project on Kearney Mesa is one thing. The dormitory units which have been brought in are another. The demountable houses that have been put up are a third, and, of course, private enterprise is gradually helping to fill the gap also.

MANY TRAILER CAMPS

The CHAIRMAN. Are there any migrant camps around San Diego?

Major GOTT. There are a lot of trailer camps. I wouldn't know the exact definition of your phrase.

The CHAIRMAN. Are those Government migrant camps?

Major GOTT. No; none of these is around here, to my knowledge.

The CHAIRMAN. Did you hear the migrant, Mr. Porter, testify this morning?

Major GOTT. No. I heard only a part of it, and I couldn't make out exactly what he said.

The CHAIRMAN. Well, he said that he has six children, he and his wife, and he said he looked around here for a couple of days, and finally got a house, a one-room house with a kitchenette and bathroom, and is paying $72 a month for it; that he receives approximately $135 a month wages, which, of course, wouldn't give him much opportunity to save money. Do you know of any cases of that kind yourself? Or you, Mr. Wiseman?

Mr. WISEMAN. I can't call any to mind. I do have brought to my attention at various times, by some of the employees, their rental situation, what their earnings would be, and what the normal living expenses would be for the family.

Major GOTT. Was your witness unable to locate in the housing project?

The CHAIRMAN. He said he traveled for 2 days around here and could not find anything.

Major GOTT. I mean, in the defense housing project on Kearney Mesa.

The CHAIRMAN. I don't think any of those units were ready at that time. He came here in February.

Major GOTT. There should be before long.

Mr. ABBOTT. He stated that he has applied there, but they have none of that size ready for occupancy.

Major GOTT. His family is too large?

Mr. ABBOTT. His family is too large.

SAYS MOST LANDLORDS BAR CHILDREN

The CHAIRMAN. Do you find any difficulty here, Major, in regard to getting houses for families who have children? Are such families handicapped in any way?

Major GOTT. Well, the records of this committee on homes—I keep forgetting the name of that—the defense housing committee and this homes registration bureau show that, roughly speaking, from 75 to 85 percent of the people offering houses for rent will not accept children.

The CHAIRMAN. Seventy-five percent? As high as that?

Major GOTT. Yes. That is subject to verification, but I think that is approximately correct. It certainly is not below 70 percent.

The CHAIRMAN. At any rate, your proposed solution is that you have a fair-rent-control committee appointed?

Major GOTT. Yes.

The CHAIRMAN. With some power to enforce their regulations?

Major GOTT. Yes.

The CHAIRMAN. And you think San Diego is going to undertake that?

Major GOTT. I don't think they can. You mean, the city government?

The CHAIRMAN. Yes.

DEFENSE AREA OUTREACHES CITY

Major GOTT. I doubt if it is within their power. Here is another thing, Congressman, and that is that the defense area should not necessarily be bounded by the city limits of San Diego.

The CHAIRMAN. That is right.

Major GOTT. A great many of our men live outside of the city limits. Mr. Wiseman, for one, lives outside the city limits.

Mr. WISEMAN. Yes; I live outside.

Major GOTT. A number live as far north as Ocean Side, and to the east as far as Escondido and other points; and the area is what counts, not the corporate limits in which the facility is located. That area should be so designated.

WORKERS "FROM ALL POINTS"

The CHAIRMAN. That is right. Mr. Wiseman, where do your workers come from?

Mr. WISEMAN. At present, as in the past, they are coming from all points of the compass in the United States. We drain no particular area.

The CHAIRMAN. How are they contacted? I suppose various factors cause them to come here?

Mr. WISEMAN. Yes. A number of the present employees write back to their home towns and to friends, saying that there is a possibility of employment, that it looks promising in this area. Of course, the aircraft industry itself has advertised in various parts of the country, and that incites the individual, say in the Middle West, and other parts of the country, to come out and try his luck.

We answer and have a very comprehensive mail set-up for answering all inquiries as to employment, in which we give very complete information on what the situation is, and enclose an application blank, in which correspondents can state their qualifications.[1] If the application looks promising, we ask them, at their own expense of course, to make application for employment. That is, we do that with skilled men. We do not make any such answer, say, to a farm boy who has had no experience; but we ask a skilled man when he is in the proximity of the plant to stop in and we will be glad to talk to him about employment.

COMPANY ADVERTISING

The CHAIRMAN. How extensive is your company's advertising to get workers here?

Mr. WISEMAN. At only one time in the last 8 months have we advertised locally. However, we do have, or, we have in the past, worked out an employment schedule in the East, through the medium of advertising in the newspapers, and I sent some of our employees, some of our employment department, back, and they have contacted men in the East through the medium of the State employment offices.

The CHAIRMAN. Now, when a man comes here from some other State, and he is a skilled worker, just what method does he use to make the application?

Mr. WISEMAN. If he has applied to us previously by mail, our facilities are so set up in the employment office that we can handle a

[1] See Exhibit 3.—Documentary Evidence of Citizenship Required for Employment, p. 4967.

very large number of applicants during the day. Each man has a chance to state his qualifications, his experience, and his capabilities; if we find these acceptable, we will hire that man, with definite proof of citizenship. Each man has an opportunity to be heard. Of course, we have certain physical limitations that we are governed by.

RELATION OF JOBS TO HOUSING

The CHAIRMAN. Now, your employment set-up, is it affected in any way by housing conditions around here?

Mr. WISEMAN. It is, to a certain extent. Particularly, with the man who, we will say, will enter our employ at our minimum starting wage. He investigates what he can get, and naturally he bargains for the highest rate of pay to start. When his ability is determined by us, and it is found that he is not entitled to a rate higher than our minimum, then he learns something of the rent situation here, and we have many men tell us they are governed as to whether they will stay in San Diego by whether they can find a place to stay. Of course, he has to pay the rent that he has found to prevail.

"FAKE AIRCRAFT SCHOOLS"

The CHAIRMAN. Now, has either one of you gentlemen heard of these so-called fake aircraft schools and their advertising?

Major GOTT. Yes.

The CHAIRMAN. Have you any here in San Diego?

Major GOTT. I don't think so.

Mr. WISEMAN. No; we have not, in this area. All the schools here operate on a legitimate basis.

Major GOTT. I might say this——

Mr. WISEMAN. We investigate those schools. [To Major Gott:] Pardon me.

Major GOTT. Yes.

Mr. WISEMAN. We investigate those schools here in this area very thoroughly before we will take any recommendation from them at all.

Major GOTT. In other words, if they do not measure up to the standards, as they are so close to us here, they will soon become known.

Mr. WISEMAN. That is right.

Major GOTT. The thing we are trying to do is to draw as much of our personnel from the city vocational school as possible. We have given their graduates, as I understand it, preference wherever possible, and they are doing a very good job of training men for our business, although at the present time the supply of local trainees is greatly diminishing, and it may become necessary to bring them from outside the city.

ROOMS FOR SINGLE MEN

That brings up another point, which may not exactly tie in with your investigation, but there is a surplus of rooms available for single men.

Mr. WISEMAN. That is right.

Major GOTT. Now, then, the Government has put up barracks and dormitories for single men, which, in turn, are not nearly so much in demand as the residences for the married men.

The National Youth Administration proposes to bring in young men from the outside and take care of them, according to their plan, and, in turn, allow them to learn a trade in the vocational school. These young men have to have a place to live. The barracks which the Government has built are ideal for that purpose, but due to an interpretation of the enabling act for the barracks, they cannot let N. Y. A. trainees live in them. That is, the occupants of the barracks have to have a job in the defense program.[1]

Naturally, we cannot hire any man who just comes here, but we need the trained men, and if there is anything that could be done to allow these N. Y. A. trainees to live in these barracks, it would be a fine thing. They are as vital to the defense industry as the men who are turned out of the vocational schools. As I say, it would be a wonderful thing, because here are the facilities lying idle, and the N. Y. A. has no place to put the boys. If it was possible to put them in there, it would serve a very useful purpose. I think that is a very important point.

TREND OF IN-MIGRATION

The CHAIRMAN. Yes; I think so too. Now, could you throw any light on the question of how many people are coming to you now looking for work? I mean, has the number decreased, increased, or held steady?

Major GOTT. You can tell that better than I can, Mr. Wiseman, about the increase.

Mr. WISEMAN. We have a normal flow of applicants in the employment office of approximately 300 a day. Some of them are "repeats." We have no means of measuring that. We feel that that is a normal flow, approximately 300 calls daily.

Major GOTT. And you say in this report, "as well as some 100 to 110 new applications."

Mr. WISEMAN. That is right.

The CHAIRMAN. Are you putting on many men at this time?

Mr. WISEMAN. We have increased slightly over what Major Gott said just a moment ago—a pay roll of 16,500 men. We are hiring perhaps 25 men a day at the present time.

SAYS MEN AVERAGE $34 A WEEK

The CHAIRMAN. Could you give me any idea of the average weekly pay they receive?

Mr. WISEMAN. Our pay throughout the plant averages about $34 a week. (See p. 4859.)

Major GOTT. There is another point, Congressman Tolan. At present we have taken on a lot of new men, you may say a lot of green men. According to our incentive system, those men get an automatic increase of 2 cents an hour every 5 weeks, until they get up to 60 cents an hour, plus any merit increase that they may receive. One is automatic, and the other is based upon ability, so that as time goes on that level will rise, so that I imagine it will be closer to $40 or $42 a week.

[1] See letter of C. F. Palmer, page 5015.

Mr. WISEMAN. That is true—taking the present level.

The CHAIRMAN. What about their efficiency? Do you have to let out many men on account of inefficiency?

Mr. WISEMAN. Not many, Congressman, for this reason: Most of the men that we employ have gone through vocational training. The percentage there would be a very small fraction of 1 percent, a very small percentage that we let out for inefficiency.

The CHAIRMAN. Now, what is your pay roll now?

Mr. WISEMAN. 16,572 as of yesterday.

The CHAIRMAN. And the increase before January 1 is going to be what?

Major GOTT. There will be an increase here of from seven to eight thousand.

Mr. WISEMAN. Yes; about 8,000.

NEW PLANT MAY HIRE 20,000

Major GOTT. But that isn't all, because when this new plant of ours is in operation, we will have practically the same number of men employed there as we have at our present facilities, or even more; perhaps 20,000.

Mr. WISEMAN. We are speaking here of our present plans.

Major GOTT. Yes; our present plans. In other words, I want to say that January 1, 1942, is not the termination of our program. It is going to continue on after that date.

Miss BAUER. When do you expect your maximum pay roll?

Major GOTT. I wish I could tell you. I don't know. But I would say in—[to Mr. Wiseman] What do you think? Either February or March?

Mr. WISEMAN. I would say March. We will have probably 40,000 to 42,000 by that time.

Miss BAUER. I understand that although there is a shortage of trainees at the present time, over the past few months when you were not taking on men there were several hundred trainees in the local schools who could not get work with Consolidated. I wonder if you feel that this might be having any effect on the supply of trainees. You might like to give us any other ideas you might have on how you are going to get your 7,000 or 8,000 new people.

TRAINING HOURS INCREASED

Mr. WISEMAN. You must understand that all of the trainees who go through the local schools are not absorbed by our company here. They have an equal chance of employment at the other aircraft plants, although we take better than 65 percent of those graduated from the local schools. Now, the local schools have increased their training hours from 120 hours to approximately 240, making it necessary for some of the boys who have completed their course to go back and take additional training. We know, as you say, that the material is running short. We can, if necessary, inaugurate a hiring program away from our office here, which we have done successfully on one occasion. We would prefer to have that material in the proximity of San Diego, but we know it would be impossible.

When you ask me a question like that, I cannot say just what part of the country we can get these men from, but so far we have been able to meet any demands that might be placed on us for personnel.

Major Gott. There was a gap there, which wasn't anticipated, because we had hoped that our new facilities would be completed before this time. An unusual winter here slowed things up.

LONG-TERM OUTLOOK

The Chairman. Would either one of you gentlemen care to take a look into the future and tell us what is going to happen to Consolidated and to similar plants in the United States after the war is over? Or is that going too far for you?

Major Gott. I am not a crystal gazer, so I don't know. This is an offhand statement, not based on anything except hope, not on facts, or anything of that kind, because we don't know. After it is all over, we hope that we will be able to maintain at least half of our anticipated total facilities all the way through. In other words, put it this way: Practically all of our present plant belongs to Consolidated. The facility being put up north of our plant, which is what we call the parts plant, is being constructed by the Defense Plant Corporation, which, as you know, is an instrumentality of the United States Government. We want to keep what we have got after the emergency is over, and it is up to the Government to say what to do with the other. Now, that is about 50 percent. That is just a guess. We hope that will be correct.

The Chairman. If you have a pay roll of about 25,000, and 12,000 have to go, I wonder what will become of them?

Major Gott. Well, I can't say.

The Chairman. I think from what investigation I have made and from conversations with Members of Congress, that the aircraft industry, at the finish of the war, will not immediately close down. I don't think it will. I think it will be one of the defense industries that will hold up.

COMMERCIAL FUTURE FOR AVIATION

Major Gott. Not only that, Congressman, but a lot of shipping is to be done by air as time goes on, which has previously been carried by rail and by water; and especially with our attitude toward the South American nations, the finest way to build up good will and community of interest is through closer communication, and the airplane does that like nobody's business. It is a wonderful vehicle. For instance, Pan-American Airways have done a fine job in handling their traffic to South America to build up good will, and I look to see the time when freight will be carried by air, as well as express and passengers. I don't mean by that big stamp-mills, or anything like that, but reasonably sized freight packages.

Mr. Wiseman. And while we are supposing, Congressman, we might say also that it is reasonable to believe that in the future someone will have to maintain aircraft from a mechanical standpoint, which will mean replacement business.

Major Gott. We will always need aircraft, for military purposes and for peacetime purposes. That is what we hope.

The CHAIRMAN. Thank you very much, gentlemen.

Major GOTT. Before we go, could I make a correction in the testimony that was just given by Mr. Wiseman, in the figure that he gave of $34 a week as the average wage?

The CHAIRMAN. Yes.

Major GOTT. The figure which was given of $34 a week average was based on the 40-hour base week. As a matter of fact, we are operating now on a 50-hour base week, with time and a half for the added 10 hours over 40 hours, so that, in other words, the average now, based on overtime, is $48 a week, instead of $34.

(The witnesses were excused.)

The CHAIRMAN. Are Mr. and Mrs. Price here?

TESTIMONY OF JOHN RUSSELL PRICE AND DOROTHY FRANCES PRICE, SAN DIEGO, CALIF.

The CHAIRMAN. Will you please give your full name, Mr. Price?

Mr. PRICE. John Russell Price.

The CHAIRMAN. Where are you living now?

Mrs. PRICE. 3443 Boston Avenue.

The CHAIRMAN. San Diego?

Mr. PRICE. Yes.

The CHAIRMAN. How old are you?

Mr. PRICE. Twenty-seven.

The CHAIRMAN (to Mrs. Price). And what is your full name?

Mrs. PRICE. Dorothy Frances Price.

The CHAIRMAN. How old are you?

Mrs. PRICE. Nineteen.

The CHAIRMAN. You are not so old that you mind telling your age. [To Mr. Price] I understand that you have just got a job?

Mr. PRICE. That is right.

The CHAIRMAN. Where were you born?

Mr. PRICE. Prospect, Md.

The CHAIRMAN. What work did you do there?

Mr. PRICE. I was working in silk work in 1928, and from 1928 in the General Textile and Rolling Mills.

The CHAIRMAN. How much did you earn?

Mr. PRICE. About $25 a week, for 12 hours a day.

The CHAIRMAN. How long did you hold that job?

Mr. PRICE. Oh, for 3 years. Then I went to the Celanese Corporation.

The CHAIRMAN. Where is that?

Mr. PRICE. Cumberland, Md.

The CHAIRMAN. What did you do there?

Mr. PRICE. The same kind of work, silk work.

The CHAIRMAN. And how much did you make?

Mr. PRICE. $24.50 for 8 hours.

The CHAIRMAN. How many are there in your family? I mean your own family.

Mr. PRICE. Six of us.

The CHAIRMAN. Are they all living back there yet, in Maryland?

Mr. PRICE. Yes; they are all in Maryland.

The CHAIRMAN. Were you married there?

Mr. PRICE. Yes.

The CHAIRMAN. When?
Mr. PRICE. In 1937.
The CHAIRMAN. Where did you live? In your own home?
Mr. PRICE. No.
The CHAIRMAN. You rented a home?
Mr. PRICE. An apartment.
The CHAIRMAN. What did you pay for it?
Mr. PRICE. $27 a month.
The CHAIRMAN. Now, how did you happen to come here to San Diego?
Mr. PRICE. Oh, my mother-in-law wrote me that there was lots of work out here. She said things were going good.
The CHAIRMAN. And that is one time when you can't say that your mother-in-law wasn't all right?
Mr. PRICE. Yes—for a change.
The CHAIRMAN. Does she live here?
Mr. PRICE. Yes, sir.
The CHAIRMAN. Now, when did you arrive here?
Mr. PRICE. Three weeks ago, I think, Friday.
The CHAIRMAN. How did you get here?
Mr. PRICE. By a travel agency, a travel bureau.
The CHAIRMAN. Was your wife with you?
Mr. PRICE. Yes.
The CHAIRMAN. Did you come by automobile?
Mr. PRICE. Yes.
The CHAIRMAN. How much money did you have when you got here?
Mr. PRICE. Broke.
The CHAIRMAN. And you are still broke?
Mr. PRICE. Still broke.
The CHAIRMAN. How did you make it across the country?
Mr. PRICE. Well, I wired for about $15 in St. Louis, to come on out, that we needed $15.
The CHAIRMAN. You wired your mother-in-law?
Mr. PRICE. Yes.
The CHAIRMAN. Where have you been living since arriving in San Diego?
Mr. PRICE. I stayed up there with my mother-in-law up until the last part of last week.
The CHAIRMAN. Then where did you go?
Mr. PRICE. To a trailer, where are are living now, over on Boston Avenue.
The CHAIRMAN. What do you pay for the trailer?
Mr. PRICE. $18 a month.
The CHAIRMAN. Just you and our wife occupying the trailer?
Mr. PRICE. And the two children.
The CHAIRMAN. How old are the children?
Mr. PRICE. One is 2½ years old, and the other 18 months.
The CHAIRMAN. Where did you secure employment here?
Mr. PRICE. At the Sperry Flour Co. That is General Mills.
The CHAIRMAN. What wages are you to receive?
Mr. PRICE. Sixty-five cents an hour, and time and a half for overtime.
The CHAIRMAN. How did you happen to get that job?
Mr. PRICE. Through the State employment.

The CHAIRMAN. Do you intend to continue living in the trailer?

Mr. PRICE. No. We will move as soon as we can.

The CHAIRMAN. Would you rather be back in Maryland, if you were getting the same amount of money?

Mr. PRICE. Well, as long as I am making a living, it doesn't make any difference where I live. I have no furniture of my own. I have just been renting apartments and all that. I just left everything after I left the Celanese plant.

The CHAIRMAN. Did you have much difficulty in finding a place here? Did you have to look around much to get the trailer?

Mr. PRICE. No. The lady next door, she owned the trailer.

The CHAIRMAN. What sanitary facilities do you have there? Do you have sewerage, and everything of that kind?

Mr. PRICE. Yes. There is a place at the back where there is a sink and drain.

The CHAIRMAN. So you intend to stay here now, do you?

Mr. PRICE. Well, this job I got, the people are a good firm, you know, and they are giving me a pretty good break. If I will stay there, they will raise my wages, and I get employment insurance, and all that stuff.

The CHAIRMAN. Mrs. Price, do you have anything you wish to say about that? Do you like it here?

Mrs. PRICE. Yes.

The CHAIRMAN. Do you want to stay here?

Mrs. PRICE. I would like to.

The CHAIRMAN. That all depends on how the "old man" feels about it?

Mrs. PRICE. Yes.

The CHAIRMAN. Are your folks back in Maryland, too?

Mrs. PRICE. Yes.

Mr. PRICE. Except her mother is living here.

The CHAIRMAN. Now, you were on S. R. A. for a while, were you?

Mr. PRICE. Yes.

The CHAIRMAN. Not here, however?

Mr. PRICE. Yes.

The CHAIRMAN. How much did you get?

Mr. PRICE. $18.

The CHAIRMAN. A month?

Mr. PRICE. No. I just got it last week.

The CHAIRMAN. How much is it, $18 a week or a month?

Mr. PRICE. I don't know what it is supposed to be. I think she found out what it was supposed to be. I know I got 30 days' aid.

The CHAIRMAN. Oh, it is 30 days' aid?

Mr. PRICE. That is all you can get.

The CHAIRMAN. I think that is a provision of the State law, that they have a right to give you aid for a period of 30 days, and during that time they are conducting negotiations as to whether to send you back or not. I think that is how you got that 30 days' aid.

Mr. PRICE. Yes.

The CHAIRMAN. Has that $18 been sufficient for you to live on, until you got this job?

Mr. PRICE. Well, you see, in the first place I went down there to find out if I couldn't get transportation back to Maryland, and that is the reason that I did that, so they wrote back——

The CHAIRMAN. They found out that you were a resident of Maryland?

Mr. PRICE. I don't know.

The CHAIRMAN. Weren't you entitled to some unemployment compensation back there?

Mr. PRICE. No. You see, where I worked last was for the Government, on a Government job, and the first 6 months of this year I worked for a defense powder company.

The CHAIRMAN. Do you think that you will be able, with the money you are getting from the Sperry Flour Co., to save up so that you will have a few hundred dollars?

Mr. PRICE. If things don't get worse, I hope so.

The CHAIRMAN. You are going to do your best?

Mr. PRICE. Yes.

The CHAIRMAN. Are the children both well?

Mr. PRICE. Yes.

Miss BAUER. Mrs. Price, you were in Radford, Va., just before you came here?

Mr. PRICE. She was in Pulaski. I was in Radford, Va.

Miss BAUER. Well, in Radford, how was the situation? That is another defense town?

Mr. PRICE. Just like this town. It was a town of about 5,000 and, well, as soon as the job opened up good, there were 24,000 or 25,000 men.

When I hit there, you couldn't buy a room for $10 a night, and you slept in gas stations, and automobiles in the dead of winter, until they opened up—in about 2 or 3 months they opened up some trailers.

The CHAIRMAN. This is true, isn't it: You would have had to go back to Maryland if you had not got a job?

Mr. PRICE. Sure. I would have gone back, if I could have gotten a way to go back.

The CHAIRMAN. Wouldn't your mother-in-law send you back, give you money to go back, as she did to come out here?

Mr. PRICE. No.

The CHAIRMAN. Thank you very much, both of you, for coming down here. We appreciate it.

Our next witness is Mr. Mathewson.

TESTIMONY OF RAY MATHEWSON, MANAGER, SAN DIEGO OFFICE, CALIFORNIA DEPARTMENT OF EMPLOYMENT

The CHAIRMAN. Mr. Mathewson, will you please give your full name and state in what official capacity you are appearing here?

Mr. MATHEWSON. Ray Mathewson.

The CHAIRMAN. You are in the State employment service in San Diego?

Mr. MATHEWSON. Manager of the San Diego office of the department of employment.

The CHAIRMAN. Now, you have filed a very interesting statement, and I will not ask you to read it, but will ask you some questions;

and if there are any points you want to bring out, please feel free to do so.

Mr. MATHEWSON. I might have to refer to the statement. After all, it is just figures, and I can't remember the figures.

STATEMENT BY RAY MATHEWSON, MANAGER, SAN DIEGO OFFICE, STATE DEPARTMENT OF EMPLOYMENT

MIGRATORY WORKERS COMING INTO THE SAN DIEGO AREA, TAKEN FROM THE RECORDS OF THE SAN DIEGO OFFICE OF THE DEPARTMENT OF EMPLOYMENT

Large numbers of people have come into San Diego for many years, as is evidenced by population statistics. However, beginning in the summer of 1940, and as a direct result of national-defense program activities, a sharp increase has been noted. A large proportion of these workers has been needed; some of them, however, cannot be used.

Until 2 months ago no oversupply existed, with the exception of unskilled labor, persons without specific training, and female clerical and factory workers. Currently, with the leveling off in building-construction activities, there has been added to this oversupply a considerable number of skilled building mechanics, particularly carpenters, and a large number of unskilled building construction laborers.

Migration out of this area has also been quite extensive. That migration both into and out of this area is a continuing process is evidenced by the constantly changing condition of our active file of applications for employment. Our total active file figures have not changed very much, but the movement of cards into and out of the active file amounts to several thousands per month.

THREE MAJOR GROUPS

Workers coming into this area may, for the purpose of this report, be placed in three major classifications: Aircraft, building construction, and general.

Migration of aircraft workers began in the spring of 1940. The peak is yet to come and will probably be reached about July 1942.

Migration of building construction workers started about September 1940, and the peak was reached about April 15. As of that date the number started to dwindle.

The third large group of workers consists of the (1) so-called white-collar class, (2) husbands and wives (mostly wives), who have followed defense workers to this area, and a (3) general group of persons without specific training or skills drawn here by attendant publicity in connection with the defense program. Volume of migration in connection with this large general group is not so extensive as in the case of the other two, but it will continue for a longer period. This migration commenced about the spring of 1940, and it is believed the peak will be reached about the end of this year, provided there is no new activity other than that now contemplated.

SOURCE OF MIGRATION

In attempting to determine the areas from which migrants have been coming we have made an exhaustive check of our employment application files and unemployment insurance claims records—16.61 percent of our active applications for employment are migrants, 19.5 percent of our unemployment insurance claimants are migrants. (This figure has ranged as high as 28 percent on a monthly basis since last September.)

Only 9.1 percent of migrant applicants for employment are from the Eastern and New England States. Of this number 6.09 percent are from New York and Massachusetts. Only 5.45 percent are from the deep South. Of this number 2.18 percent are from Florida and 22.32 percent are from the Rocky Mountain and Pacific Coast States. The major proportion of migrants, better than 63 percent, are from the 18 Middle Western States.

Ninety-one percent of the unemployment insurance claims are from 28 States. Of these 28 States, 7 percent are from New York and Massachusetts, 27 percent are from the Rocky Mountain and Pacific Coast States, and 57 percent are from the Middle West. From the 20 other States there are only 9 percent. These States are all Southern, Eastern, or New England States, with the exception of North Dakota.

OCCUPATIONAL CHARACTERISTICS

Aircraft workers fall into two major classifications, skilled mechanics and potential trainees or recent aircraft training-school graduates. It is from this latter group that the so-called helper groups are recruited.

Building-construction workers are about evenly divided between skilled mechanics, all classifications, and unskilled laborers.

Of the general group about 60 percent of the women have no training to speak of. They have accompanied or followed their husbands to this area, but are definitely in the labor market for some kind of employment. The other 40 percent of the women are clerical workers and eastern factory hands with little probability for utilization of their skills in this area. About one-third of the men in the general group are so-called white-collared workers, and the other two-thirds are without previous training or skills but attracted by and interested in aircraft employment. Many of this latter group are Middle Western agricultural workers.

OTHER GENERAL INFORMATION—ALL

The age range is from 18 to 65, with the bulk of them between 30 and 40 years of age. About 65 percent are male and 35 percent female. Practically all are citizens. Mostly all are whites, except in one category, that of building-construction laborers, in which case about one-third are Negroes. About two-thirds are married and one-third single. Of those who are married about half come here without their families.

CAUSE OF MIGRATION

General publicity with respect to the national-defense program, and especially publicity in connection with activity going on in this area, has been responsible for bringing in most of our outside people. While wages are the same as in other defense areas, wages have been a factor in drawing workers from the Middle West. It is, and has always been, necessary to recruit aircraft workers. Every known means is being used to secure the two principal types desired, that is, highly skilled workers and trainees. In the aircraft industry skilled workers have been recruited by clearance, by advertising, and by sending personal representatives to areas from which they might be secured. Trainees and school graduates have been secured by advertising, by arrangements with other private schools, and by clearance. The kind not desired, that is to say, those without skills and those unable to meet training class requirements have come of their own accord, as a result of the general publicity attendant with the increase in aircraft manufacturing. In the case of building-construction workers, most of them have come in response to rumors. It has been necessary to secure some by recruiting methods, but not very many. These have been in certain highly skilled occupations.

THE OPPORTUNITY FOR WORK

Up to 2 months ago practically all skilled building mechanics were able to find employment. At no time was it possible for all building-construction laborers to secure work. At one time, but for a very brief period, all that came could be used, but the surge of migrants to this area in these classifications continued way beyond our ability to absorb them. At the present time there are approximately 2,000 building-construction laborers on hand, about 800 carpenters, and from 500 to 700 other building craftsmen.

All skilled aircraft mechanics or other skilled mechanics who could be utilized in aircraft employment have found work. All training-school graduates and all trainees could be placed up to the first of this year. About that time hiring in the industry was suspended and has only now commenced again.

In the meantime we built up what we thought was a reserve supply of graduate trainees in the amount of about 1,100. However, it is interesting to note that with a resumption of hiring and in an effort to fill our first few orders a survey determined that most of these graduate trainees had gone back home, secured employment in the industry elsewhere, or secured some other kind of employment locally. Of this group about 150 have been placed in the industry, and there are now on hand about 200 available for placement. The balance have become definitely unavailable, a great proportion of them by migration out of the area.

TESTIMONY OF RAY MATHEWSON—Resumed

The CHAIRMAN. In the first place, is there anything that you would like to tell us about the general labor supply in this area, skilled and unskilled?

Mr. MATHEWSON. I have nothing of any particular interest to report or comment on. I think it is all in the statement.

The CHAIRMAN. Well now, up to 2 months ago no oversupply of skilled workers existed; isn't that true?

Mr. MATHEWSON. Well, that is in the statement, but the report covers only the period from about the summer—that is, August or September of last year, to the present time.

LARGE OUT-MIGRATION

The CHAIRMAN. There is one thing in your statement in which I was very much interested, and that is that the out-migration has been considerable from this area.

Mr. MATHEWSON. Yes, it has. There has been a substantial movement, a constant movement of those who have not been successful in finding employment, and they will not stay here. That statement is borne out by our own records in the office. Our active file figures are the lowest in history at the present time, about 11,000. There were actually 6,000 file changes in the past 30 days; 3,000 new applications and about 2,900 cancelations as a result of inability of applicants to maintain a 30-day contact with our office, which indicates either that they have gone to work here or have moved elsewhere, or as a third alternative, have not taken the trouble to recontact us after explicit instructions of the office. That leads us to believe they are no longer available. We have no other way of knowing.

The CHAIRMAN. That is right. Now, as to the in-migration; where do those people come from? All the States?

Mr. MATHEWSON. From different places. It is all contained in the report. Primarily from the Middle West. We get few people from the eastern seaboard; very few from the South. In the statement that I have given here, there is no record made of persons coming to San Diego from other places in California. We excluded California in our study. That was due to a misunderstanding of our instructions, and after seven people had worked a week on checking the cards I didn't have the nerve to go back and have them include California; and so we let it go through as it was. It was quite a chore.

MIGRATION FROM TEXAS

The CHAIRMAN. Of course. Now, I think, contrary to public opinion, your statement here indicates that Texas is the base whence most of the migrants come, more than any other State of the Union?

Mr. MATHEWSON. Well, one must take into consideration the population of Texas and the size of Texas, which reduces the proportionate figure somewhat. Then, again, I am not an expert on geography, and I don't know where you would put Texas. Is it a Southern State or a Midwestern State or a Southwestern State?

The CHAIRMAN. I think it would be called a Southern State.

Mr. MATHEWSON. Well, you take Texas, Oklahoma, and Arkansas; there are always lots of people rolling in from those States. But for our purposes here, is Texas a Southern State? It certainly isn't in the deep South. Or is it a Middle Western State? I would say it belongs in that great area west of the Appalachian Mountains and east of the Rockies. Or is it the tail end of the Rockies? I don't know.

The CHAIRMAN. We call the Representatives from Texas "southerners." That is all I know.

Mr. MATHEWSON. All right. They are southerners; good southerners, too.

VOCATIONAL SCHOOL

The CHAIRMAN. Yes. Now, tell us something about the vocational school. How does it fit into the labor market?

Mr. MATHEWSON. Well, that is kind of a sad story. We have all heard about the enormous work opportunities in the aircraft industry locally. We have made an effort to meet the problem, especially as funds were available through the department of education to set up training facilities. But perhaps this testimony should be reserved for someone else; or do you just want my opinion?

The CHAIRMAN. Yes; I just want your opinion.

Mr. MATHEWSON. Well, the San Diego Vocational School, in a sincere effort to meet the problem, did everything it could to set itself up, in order to accommodate training facilities for workers that might be needed in the aircraft and other defense industries; and it is probably one of the largest, and I am proud to say, one of the finest plants in the United States. But we have had difficulty in keeping it sufficiently manned with trainees. It is set up to accommodate, on a 1-shift basis, 750 trainees. At the present time it has only 600 altogether. On a 3-shift basis it is set up to accommodate 2,250. That is the capacity. That, plus other schools, makes a total of about 3,800 trainees for whom we could have facilities at the present time. The total number now is around 1,200 or 1,300, in all the schools in this area. We just haven't been able to get them.

MOST TRAINEES EMPLOYED

Miss BAUER. How many trainees for the aircraft industry did secure employment in and around this area? In the first place, how many trainees has the school turned out, to your knowledge, suitable for work in the aircraft industry?

Mr. MATHEWSON. I don't remember those figures. We have them up to about 30 days ago, but I don't remember them. Oh, in round figures, I imagine around 3,000.

Miss BAUER. Could you also give a round figure on how many actually secured employment in this general area in the aircraft industry?

Mr. MATHEWSON. Most of them.

Miss BAUER. There is one other question I would like to ask: What is the experience of the employment service with respect to nondefense jobs? I assume that for every new job in a defense industry, some sort of employment is created in the other industries in a community. I wonder if you had been able to collect enough figures to make any

sort of estimate as to nondefense employment which might have been created by, say, 20,000 potential or actual employees at Consolidated?

Mr. MATHEWSON. Well, they work there, but you understand that we do not have a monopoly on the employment movement of all persons in this area. We get only a proportion of it, and assuming the proportion is a cross-index of what is actually happening, then I can proceed from that statement forward.

Miss BAUER. Yes.

JOB TREND PARALLELS POPULATION

Mr. MATHEWSON. Well, there has been a general upping in employment in all classifications in the area, but that general increase has been in direct proportion to the increase in population. We have noticed some changes that upset any normal movement, and one of these is—well, for lack of a better expression, the romance of the aircraft industry, which draws people from other classifications. I mean, garage workers, service-station workers, service industries, and even men in the clerical and professional field, who have come out of school and gone to the trouble of taking extra courses in commercial training. They either completed their courses and went into the aircraft business in mechanical positions, or stopped their courses in that training and took other training to fit them for the mechanical jobs in aircraft.

Well, as a result, our commercial and technical files have gone down almost to nothing. It is almost impossible to get a good stenographer, for example, right today, because of the demand not only in private industry for them, but because their ranks have been generally depleted by opportunities in other fields which they had no thought of getting into at the outset of their training.

UNEMPLOYMENT SITUATION

The CHAIRMAN. What, Mr. Mathewson, in a general way, is the present situation here regarding unemployment?

Mr. MATHEWSON. There is less unemployment, according to our records, than in any other period since I have been here, and that has been 19 years. Our active file is the lowest in history. There is more opportunity here today than there has been in the history of San Diego. That does not mean that all those unemployed can find employment, because there are any number who have no specific training, no specific skill. As we speak of them with respect to the building industry, they would be common laborers, and as we speak of them with respect to any other category, they are unskilled people.

The CHAIRMAN. I know something about that, because I receive hundreds of letters from people who ask for jobs under the Government defense program, without setting forth qualifications of any kind.

Mr. MATHEWSON. That is right. And it may be noted, with the increased demand for workers, employers still, as a general rule, haven't relaxed in their specifications. They still demand almost the same as before, still demand the same top specifications. There is some change in age range, but, for the most part, they hold to the original specifications.

It has become necessary to relax standards in some cases, however. Take grocery clerks, for example. It is very difficult to get a good grocery clerk right today. I don't know the reason for that. It may be the hours. It may be the wages. That may have something to do with it; I am not prepared to state that positively. But, certainly, there are equal opportunities in other kinds of industry, and a grocery clerk, after all, doesn't waste any large amount of training in throwing his clerk's job overboard. He is of a type who finds it easy to make a change. But that has left the grocery business pretty short of good clerks. They are hard to get. In grocery stores today you can quickly notice that situation, especially at the checking counter.

MANY FROM ILLINOIS, IOWA

The CHAIRMAN. Is this in-migration greater from farming areas or from industrial centers?

Mr. MATHEWSON. I will still have to go back to my original statement, that most of these folks are coming from the Middle West.

The CHAIRMAN. And whether they are from farms or industries, you don't know?

Mr. MATHEWSON. The only significant thing we have noticed about a specific movement in skilled lines is that it is from Chicago, and from other parts of Illinois and from the northern part of Iowa, the top part of Indiana and some part of Wisconsin. That is where your considerable movement of skilled mechanics is from. But outside of that, the general movement, which is 60 percent, I would say is from the Middle West. And let us not misunderstand each other; maybe I am taking in too much territory when I say "Middle West"; I mean west of the Appalachian Mountains, east of the Rockies, and south as far as we can go, which includes Texas. If you want to take Texas out and put it in the South, it is going to alter these figures. But, in the main, 60 percent of the people are coming from that area, and a fair proportion of them are agricultural workers. They are evenly distributed among agricultural, clerical and professional, skilled, semiskilled and unskilled. They run 18 to 20 or 21 percent in each one of those classifications—a general smattering of them.

NOT AN AGRICULTURAL AREA

The CHAIRMAN. Well, take the men who have been farming, say, in the Middle West, and who come out here. There are not many among them who also have industrial skills, are there?

Mr. MATHEWSON. No, sir. Some of them—believe it or not—we have been able to put into school and have given them 6 to 8 weeks of training, mechanical training, and then they get in the aircraft business by virtue of the fact that they had some experience in repairing their own tractors—whether with hay wire or not. In other words, it is an opportunity to remake these people, so to speak. But for the most part such agricultural workers as come into this area, and I speak of San Diego, have virtually no opportunity in agricultural work at all. This is not an agricultural community. We have no agricultural problems. Even in the case of migration, it has never been a factor. Most of those people we have lost to other areas, and perhaps it is better so. They move north, up to the San Joaquin Valley, and other places.

UNEMPLOYMENT AMONG RESIDENTS

Miss BAUER. Do you have any evidence, Mr. Mathewson, either from your job applications or from applications for unemployment compensation, as to whether the amount of unemployment among employables in San Diego at the moment is larger among newcomers than it is among people who are regular residents?

Mr. MATHEWSON. We notice no difference. And the reason we can't notice any difference—and this is all on paper—is that our proportion of unemployed and of those applying for unemployment compensation is running only about 18 or 19 percent of our total file, and the proportion of normally employed persons filing for unemployment compensation is running about 7 or 8 percent; and that isn't enough of a differential on which to base any conclusions.

Even in the best of times, we have a 7 to 8 percent record of claims for unemployment compensation in San Diego County of people who would normally be steadily employed, and that, I believe, is due to changing jobs. Now, that is a little high; even in the best of times, over the whole country, the normal labor turn-over is about 5 percent. If we had just a 5-percent labor turn-over in San Diego County, it would bring us 700, 800, or 900 unemployment compensation claims a month, on the basis of the total workers covered, so it is hard to tell.

Miss BAUER. There is a rather striking discrepancy in figures, which I don't quite understand, myself. Apparently, only about 20 percent of the men who appear in person seeking jobs at Consolidated are taken on. On the other hand, the relief burden is not vastly greater. In general, it is really lower. Now, what happens to the other 80 percent? Would you feel that most of them do not stay in San Diego if they cannot find a job here, and that these people go right through to some other place? Do you have anything to contribute on that?

"THEY MOVE ON"

Mr. MATHEWSON. I believe that those folks are moving. There is nothing to hold them here, and when they can't get employment there are other factors that work against them—their own shortage of funds, their inability to secure housing at a cost that they are normally accustomed to. I don't mean by that that housing is not available here now, but what they have been accustomed to paying for housing is less than what they might have to pay for it here. They have spent a lot of money to get here and they don't have much left, so they can't afford to sit around. They get a job or move on, and because there are work opportunities elsewhere, they will move on.

The CHAIRMAN. Thank you very much, Mr. Mathewson. You have given us a valuable contribution for the record, both your statement and your testimony, and we appreciate it.

Mr. MATHEWSON. Thank you, sir.

The CHAIRMAN. The committee will now stand adjourned until 2 o'clock.

(Whereupon, at 12 noon, a recess was taken until 2 p. m. of the same day.)

AFTERNOON SESSION

The hearing was reconvened at 2 p. m.

The CHAIRMAN. The committee will please come to order. I will call Commander Bear.

TESTIMONY OF COMMANDER H. S. BEAR, CIVIL ENGINEER CORPS, UNITED STATES NAVY, SAN DIEGO, CALIF.

The CHAIRMAN. Commander Bear, will you kindly give us your full name for the record?

Commander BEAR. Commander H. S. Bear, Civil Engineer Corps, United States Navy. I represent the commandant in one department, the department of public works.

The CHAIRMAN. Are you stationed here?

Commander BEAR. Yes, sir.

The CHAIRMAN. How long have you been here, Commander?

Commander BEAR. Two years and nine months.

The CHAIRMAN. Commander, we have the statement of Admiral Blakely here, and I may say that I deeply appreciate having the practical knowledge which it gives the committee. It will be printed at this point in the record.

STATEMENT BY ADMIRAL C. A. BLAKELY, COMMANDANT, ELEVENTH NAVAL DISTRICT, SAN DIEGO, CALIF., JUNE 10, 1941

STATISTICAL DATA OF NAVY PERSONNEL AND CIVILIAN EMPLOYEES OF THE ELEVENTH NAVAL DISTRICT AND GENERAL INFORMATION AFFECTING NATIONAL DEFENSE

In response to a request from your committee, the following statement covering statistical data on Navy personnel and civilian employees of this naval district, together with other information pertinent to the interests and welfare of the Navy personnel and civilian employees and their families, is submitted for consideration at the hearing of the committee to be conducted at San Diego, Calif., June 12, 1941:

The total number of Navy and Marine Corps personnel attached to the activities of this naval district as of May 1, 1941, was 34,422; of this number, 1,574 were officers and 32,848 were enlisted men.

For the same date the number of civilian employees was 3,668 with civil-service ratings and 204 Work Projects Administration workers.

As of the same date the data collected shows that there were 534 officers' families and 9,713 families of enlisted men, while the number of families of civilian employees was close to 2,745.

A chart showing the distribution of this personnel in various pay groups together with other useful data is attached, and gives in detail much of the information set forth above.

CONTINUED GROWTH EXPECTED

The general area of southern California, and particularly San Diego and vicinity, has been a favorite location for Navy and Marine personnel for many years. A check of the directories of both the Army and Navy made within the last 3 years indicates there is a greater concentration of retired Army and Navy officers and enlisted personnel in southern California than in any other section of the country. The attractions of this general section to these groups and to other

groups of people should continue to the end that San Diego as a community is believed to be destined to have above normal increase of population from year to year. It is believed that this increase in population for San Diego will continue in a reduced but still healthy degree even after the present emergency.

RENTS UP

The critical shortage of suitable housing facilities in San Diego has been keenly felt by the enlisted personnel of this district. During the past 6 months an average of approximately 125 families of enlisted personnel per month have requested that the husband's application for Navy defense housing units be given special consideration, stating in most instances that—

(1) Their rent has been raised beyond their ability to pay.

(2) They have been asked to vacate.

With the increased cost of living it is practically impossible for enlisted personnel to pay rent in excess of the amount provided in the rental allowance, which at the present time is $22.50 per month for petty officers second class and above. There is no rental allowance for enlisted men below second-class petty officer.

EMERGENCY LOANS

The commandant has utilized every facility at his command to alleviate the general conditions being encountered by service personnel. The San Diego Auxiliary, Navy Relief Society, has rendered financial assistance in the amount of approximately $2,000 per month for the following purposes: Food orders, payment of rent, payment of gas and electric bills, purchase of medicine.

The necessity for these emergency loans was largely due to delay in mail, delay in transit of pay accounts, transfers, etc. During the past 2 years this auxiliary has financed hospitalization for the dependents of enlisted personnel in the amount of approximately $130,000. The demand for this service is definitely on the increase but through the service there has been effected a saving to Navy enlisted personnel of approximately 40 percent of normal hospital costs.

This Naval Relief Auxiliary has also financed the purchase of furniture for approximately 60 dependent families of enlisted personnel assigned to Navy defense housing units who were unable to arrange their own financing. The majority of these families selected unfinished furniture and by this procedure it was possible to effect a saving of approximately 40 percent over the normal cost of such furnishings. This assistance is extended in the form of loans to be paid by regular monthly installments.

THE PARTICULAR LOCAL PROBLEMS

The particular local problems which have developed within the past year and in which the commandant has collaborated with the local civic administration in handling are: (1) Schools; (2) water supply; (3) access highway; (4) hospitals; (5) recreation; (6) drainage, defense areas; (7) miscellaneous municipal activities.

The prompt and satisfactory solution of these problems affect the welfare and efficiency of defense workers in the entire area and are particularly applicable to the welfare of Navy personnel in this district.

It is presumed the details of the recommendations which have been made to date will be presented to the Committee by the head of the San Diego Civic Department most vitally concerned in each individual item.

As a summation of the situation in regard to these items, a committee on national defense needs in the San Diego area, on May 15, 1941, recommended as follows:

Needs in order of priority

1. Schools:	
5 buildings	$2,500,000
Operation, 1 year	500,000
2. Water: Standby (additional capacity)	8,000,000
3. Access highway: Including Coronado	7,000,000
4. Hospitals: United States Public Health Service (restricted to workers in national-defense activities), 500 beds	2,500,000
5. Recreation	100,000
6. Drainage, defense areas	265,000
7. Miscellaneous municipal activities	100,000

No funds have as yet been allotted for any of the above items.

A new sanitary sewer system and disposal plant for the entire city of San Diego, including all naval activities, is now being constructed, using joint city and Government funds. The city of Coronado will also be included in this plan.

Personnel summary for morale purposes

[Location: Eleventh Naval District, San Diego (including Long Beach)]

	By groups			Number employed, attached or average transients		Percent colored	Percent estimated married	Percent temporary families [1]	Number of permanent families [2]
	Less than $2,000	$2,000 to $3,000	Over $3,000	July 1, 1940	May 1, 1941				
Officers	109			107	178		73		111
Attached		217		53	178		75		75
			341	145	277		96.5		211
Officers	93			82	143			30	22
Transient		231		40	220			32	17
			602	102	578			70	98
Enlisted men	10,571			5,606	10,571	1,025	41.62		4,229
Attached		185		148	185		90		184
Enlisted men	21,608			8,507	21,058	.661		15	5,085
Transient		484		202	1,034			50	215
Civilians	2,311			599	2,347	4.4	74		1,484
		1,332		82	1,466	1	84.33		1,212
			63	4	59		95		49

[1] Families temporarily residing in area.
[2] Families permanently residing in area. Head of family stationed elsewhere or at sea.

	Government quarters available May 1, 1941	Housing facilities available May 1, 1941 [3]	Additional housing facilities considered necessary May 1, 1941 [3]	Number may be expected to utilize recreational facilities May 1, 1941
Officers	16			76
Attached				70
	14			139
Officers	13			45
Transient				96
				81
Enlisted men	542			9,840
Attached				150
Enlisted men				19,000
Transient	400			900
Civilians	38			1,000
	43			500
				25
Total				31,922

[3] Two naval defense-housing units have been completed, totaling 1,200 units, of which number 1,000 are alloted to naval enlisted families and 200 are available for civilian employees of the Navy and Marine Corps. At Long Beach 400 units have been completed, all of which are being assigned to naval families. An additional project providing 900 houses has been allotted to San Diego, and an additional 600 houses will be placed at Long Beach.

TESTIMONY OF COMMANDER H. S. BEAR—Resumed

The CHAIRMAN. Commander Bear, I want to ask you a few questions. Can you tell me the proportion of the population in and about San Diego that consists of Navy men and their dependents?

Commander BEAR. I think you have in that statement the number of Navy and Marine Corps personnel in this area. I don't believe anyone knows the exact population of San Diego now, but it is roughly estimated these days to be somewhere near 200,000.

The CHAIRMAN. Since my arrival I have heard several guesses on that matter, and I would say that yours is the most conservative on my list.

Commander BEAR. Well, you had better not take my testimony on that. It is only a guess.

The CHAIRMAN. Yes. The census, I think, in 1940 was 247,000. But, anyway, we have those figures.

Commander BEAR. Whatever it was in that census, it ought to be about 50,000 more now. I thought it was under 200,000, but maybe I am incorrect.

The CHAIRMAN. About what proportion of the Navy men are married?

Commander BEAR. I would guess offhand that 90 percent of the officers are married, and 40 percent of the enlisted men.

The CHAIRMAN. Now, the increase in personnel of the Navy and the Marine Corps has been considerable—in recent months here, has it not?

Commander BEAR. Yes, sir.

The CHAIRMAN. Do you anticipate that it will continue to increase?

Commander BEAR. I think that there isn't any doubt but what it will increase.

NAVY HOUSING UNITS

The CHAIRMAN. Now, what are you informed about the housing situation here?

Commander BEAR. The Navy has recently constructed 1,200 units here, 600 of them near the destroyer base and 600 of them near the training station. However, the commandant has asked for 900 more units in San Diego, and I understand—from hearsay, not officially—that the Navy will construct 900 additional demountable temporary units.

You do not care for information outside of San Diego? You are interested only in San Diego, I believe.

The CHAIRMAN. Not necessarily. Anything else you have may be important to us.

Commander BEAR. We have also—that is, the Navy has built—400 units in Long Beach, and we have asked for 600 additional units there; and we have unofficial information to the effect that we will be provided with the funds to construct those 600 additional units, the same as in San Diego. The units which we have previously constructed are more of a permanent nature than the ones which we will construct.

The CHAIRMAN. On account of the time element?

Commander BEAR. Not so much on account of that as the saving in cost, as well as the ability to remove them after the emergency is over.

The CHAIRMAN. Now, how is the construction itself handled? Through the Navy—that is, through contracts?

Commander BEAR. Those which we have built have been financed directly by Navy appropriations. However, there are other housing authorities in San Diego County. I am speaking only of the Navy.

The CHAIRMAN. I know that.

Commander BEAR. These are primarily for Navy enlisted personnel of low incomes.

RENT INCREASES

The CHAIRMAN. Have you heard any complaint about rent increases?

Commander BEAR. That is out of my line, but there have been certain instances of which I have heard in the past.

The CHAIRMAN. Now, among the various responsibilities assumed by the Navy for the welfare of its personnel and its families, I have made a notation. Emergency loan for financial assistance in the amount of $2,000 per month for the following purposes: Food orders, payment of rent, payment of gas and electric bills, purchase of medicine. Are you informed about that, Commander?

Commander BEAR. That is something other officers can answer better than I can.

The CHAIRMAN. I see. Now, I have a notation here that on May 1, 1941, the total personnel in the Marine Corps was 34,422. Would that mean in this area alone?

Commander BEAR. I think you have a letter from the Commandant that tells you exactly the number of enlisted personnel in the area. And I wish to say that I am not supposed to have very good information about subjects other than shore construction work.

The CHAIRMAN. What connection have you with shore construction?

Commander BEAR. I am the assistant public works officer, who handles all of the shore construction in the Eleventh Naval District.

The CHAIRMAN. This is the Eleventh District?

Commander BEAR. The Eleventh District extends from the Mexican border to the northern boundary of Santa Barbara County, that part of California, plus the States of Arizona and New Mexico, and a very small part of Nevada.

The CHAIRMAN. Is this shore construction work done by contract?

Commander BEAR. Most of it in this district is done by contract.

The CHAIRMAN. Is there any shortage of labor, that you know about?

Commander BEAR. We haven't experienced any great shortage of labor so far.

RECREATION FACILITIES

The CHAIRMAN. Have you anything to say about the recreation facilities?

Commander BEAR. That is something that we have taken care of to a limited degree in our housing schemes so far, and I know that the city has in mind a project of about $100,000, to place a recreation house or building in the Plaza in San Diego. At least, they have given it some thought, and the city hopes to obtain Federal funds for that purpose. I do think it is highly important, with the recent growth of the city.

The CHAIRMAN. Thank you very much, Commander. Please express my appreciation to the admiral. I think we have the information we need in the prepared statement.

Commander BEAR. Thank you.

The CHAIRMAN. Mr. Goodin.

TESTIMONY OF CECIL MARTIN GOODIN, SAN DIEGO, CALIF.

The CHAIRMAN. Your name is Cecil Martin Goodin?
Mr. GOODIN. Yes, sir.
The CHAIRMAN. Where were you born?
Mr. GOODIN. I was born in Holdenville, Okla.
The CHAIRMAN. On a farm?
Mr. GOODIN. No, sir. My folks were living in town at that time.
The CHAIRMAN. How old are you?
Mr. GOODIN. I am 23 years old.
The CHAIRMAN. What schooling did you have?
Mr. GOODIN. I had 8 years. I completed the eighth grade, grammar school.
The CHAIRMAN. Was yours a large family?
Mr. GOODIN. Well, there were five—well, there were seven of us in the family.
The CHAIRMAN. Are your folks still living in Oklahoma?
Mr. GOODIN. Yes, sir; my mother is, and my wife is there, too.
The CHAIRMAN. How long have you been married?
Mr. GOODIN. Well, about 2 years.
The CHAIRMAN. Any children?
Mr. GOODIN. Yes, sir; one boy.
The CHAIRMAN. How old is the boy?
Mr. GOODIN. He is 16 months old now.
The CHAIRMAN. When did you leave Oklahoma?
Mr. GOODIN. I left there about the 20th of May, last.
The CHAIRMAN. How did you come here?
Mr. GOODIN. I rode a freight train.
The CHAIRMAN. I don't suppose it is necessary or proper to ask you how much fare you paid, or anything of that kind?
Mr. GOODIN. No. They didn't charge anything for it.
The CHAIRMAN. Did you come alone?
Mr. GOODIN. No, sir. Me and my cousin came out together.
The CHAIRMAN. Did you come straight out to San Diego?
Mr. GOODIN. No, sir. We went to Bakersfield.
The CHAIRMAN. How did you happen to choose Bakersfield?
Mr. GOODIN. Well, I have folks at Bakersfield.
The CHAIRMAN. Did they write you, to tell you to come out here?
Mr. GOODIN. No, sir. They didn't write me. I had been there before, and I have been here before.
The CHAIRMAN. You came out for employment, did you?
Mr. GOODIN. Yes, sir. I came out to get in this aircraft school, or to get into aircraft.
The CHAIRMAN. Did you get in the school?
Mr. GOODIN. Yes, sir; I have. I have gone to school 3 days.
The CHAIRMAN. Did you graduate in 3 days?
Mr. GOODIN. Well, hardly. I am still in school.
The CHAIRMAN. What were you doing prior to that time, between the 20th of May and up to 3 days ago?
Mr. GOODIN. Well, I was just looking for work, mostly.
The CHAIRMAN. When did you come to San Diego?
Mr. GOODIN. I came to San Diego a week ago last Sunday.
The CHAIRMAN. Where have your wife and baby been staying since the time you left Oklahoma?

Mr. Goodin. They are at Marlow, Okla., with her mother. I intend to get them out here some way or another before I go ahead and work.

The Chairman. How long a course do you have to take?

Mr. Goodin. Well, I don't know. Probably 4 or 5 weeks.

The Chairman. How are you maintaining yourself in the meantime? How are you living?

Mr. Goodin. Well, I am staying with my uncle now, here in San Diego.

The Chairman. What course are you taking?

Mr. Goodin. Well, I intended to take the riveting course, that they have in the sheet metal department, but I don't know whether they will put me all through that or not. They want to give me the foundation of all of it, it seems like. It seems like they want to give me a little of all of the schooling, in case they would need me somewhere else when I went to work.

The Chairman. Do you enjoy the work?

Mr. Goodin. Yes, sir; I like the work.

The Chairman. Do you find many Oklahomans out here in this country?

Mr. Goodin. Well, I find a whole lot of them; yes, sir.

The Chairman. Is work scarce back there?

Mr. Goodin. Well, it wasn't right when I left. It had been, but right now there is work there, but it is just a farm job here and there. There is nothing there that is steady or that would amount to anything in the long run. It is just a job, and it is from job to job, and nothing that could be accumulated at all.

The Chairman. What do you intend to do? Do you intend to live here permanently?

Mr. Goodin. Well, if I can get my folks out here, I do, and if I can't get my folks out here, why, I don't intend to stay myself.

The Chairman. In other words, you never would have left Oklahoma, and you would also go back there, if you could not get the work that you think you can get here; is that the idea?

Mr. Goodin. Yes, sir.

Mr. Abbott. I just wanted to ask you, Mr. Goodin, how did you happen to decide to come to California? You lived in a small town; didn't you?

Mr. Goodin. Yes, sir.

Mr. Abbott. Did you get this information about aircraft on the west coast through reading the papers and talking to your friends or to people who had been out here?

Mr. Goodin. Well, I just picked that up mostly, as you would say, on the street.

Miss Bauer. Is it your understanding that when you finish your 4 to 6 weeks' course you probably will get a job at one of the aircraft companies here?

Mr. Goodin. Yes, ma'am.

The Chairman. Thank you very much, Mr. Goodin.

Lieutenant Black.

TESTIMONY OF LT. MAX I. BLACK, ASSISTANT CIVILIAN PERSONNEL OFFICER, ELEVENTH NAVAL DISTRICT, AND CHAIRMAN, SAN DIEGO DEFENSE-HOUSING COMMITTEE, SAN DIEGO, CALIF.

The CHAIRMAN. Lieutenant Black, will you give us your full name for the record and state in what capacity you are appearing here?

Lieutenant BLACK. Lt. Max I. Black, assistant civilian personnel director, Eleventh Naval District; chairman of the local defense-housing committee.

The CHAIRMAN. Lieutenant, are you connected with the Navy at the present time?

Lieutenant BLACK. I am connected with the Eleventh Naval District.

The CHAIRMAN. You filed a very enlightening statement here, and it is going to be useful to us, Lieutenant.

STATEMENT BY MAX I. BLACK, LIEUTENANT, UNITED STATES NAVY (RETIRED), CHAIRMAN, SAN DIEGO DEFENSE-HOUSING COMMITTEE

NATIONAL DEFENSE HOUSING IN THE SAN DIEGO, CALIF., AREA

In response to a request from your committee, the following statement covering the San Diego housing situation is submitted for consideration.

History and composition of local defense-housing committee.—The defense-housing committee for San Diego was inaugurated as the result of a visit to San Diego by Mr. Charles F. Palmer, Coordinator of Defense Housing, Washington, D. C., on February 6, 1941. Mr. Palmer met with various city officials and representatives of civic groups vitally interested in the housing situation as affected by national-defense activities in this area. As a result of this conference he recognized the urgent housing needs of the community and, on February 18, 1941, his representative, Mr. Louis E. Scarbrough, arrived in San Diego to confer with the mayor, the city manager, and city council with a view of setting up a local defense-housing committee and a homes registration office.

Committee membership.—The mayor, with the consent of the city council, appointed the local defense-housing committee on February 20, 1941. This committee consists of the following members: Lt. Max I. Black, United States Navy (retired), assistant civilian personnel officer, Eleventh Naval District, chairman of the committee; Maj. Edgar N. Gott, vice president, Consolidated Aircraft Corporation; Miss Lottie Crawford, chairman of the city planning commission, and member of State defense council; Mr. Edwin A. Walsh, local manager, Federal Housing Administration; Mr. Edwin Austin, editor in chief, San Diego Union and Tribune-Sun; Mr. Van France, area director, National Youth Administration; Mr. Ray Mathewson, manager, California State Employment Service; Mr. John N. D. Griffith, secretary-manager, San Diego Realty Board; Mr. D. W. Campbell, manager of public events, San Diego Chamber of Commerce; Mr. Thomas Hamilton, Jr., president, Junior Chamber of Commerce.

Advisors to this committee, who regularly attend meetings, are: Mr. Raymond A. Voigt, manager, San Diego Federal Works Agency, defense-housing project, California 4092; Mr. E. E. Tucker, area manager, defense housing, Farm Security Administration; Mrs. Anna Breen, community services, Work Projects Administration.

Representatives of various groups, such as labor unions, social-welfare groups, administrative offices of the city, builders, contractors, etc., attend the meetings from time to time.

Homes registration office.—The homes registration office, located at 153 Civic Center, was opened on March 3, 1941. The committee selected a full-time paid director, Mr. George White, to conduct the business of this office.

The primary function of this office is to act as a central service bureau for persons desiring housing and room accommodations, and a place for those having these facilities available to register them. The office has been staffed with

National Youth Administration enrollees. On June 9, 1941, the Work Projects Administration project was finally approved to furnish field workers to operate in conjunction with this office. The primary function of these Work Projects Administration field workers is to obtain listings of houses and rooms throughout the city which have not been registered voluntarily.

The files of this office are kept on a visible cardex system, and are broken down into price ranges and by districts. The system for files furnished by Washington has been changed somewhat to meet the needs of this particular locality. Basically the procedure is as follows:

Application procedure.—When an applicant applies for a house or a room he is given a list of the accommodations available which would seem most nearly to meet his requirements. He is furnished a card to mail back to inform the office if he is successful in renting one of the accommodations offered. In this connection, I might point out that if an owner indicates he has a real-estate agent, the applicant is referred direct to the agent rather than to the owner. Pending receipt of information as to whether a particular applicant rents one of the places referred to him, a "flag" is placed in the file in order that the same accommodations will not be referred to more than one applicant at the same time. At the end of 24 hours, if the office has not received advice from the applicant, efforts are made to reach the owner either by telephone or by personal contact by one of the field investigators in order that the accommodations will not remain "flagged" if still available. This point is vitally important since only up-to-date listings are of value.

Weekly and semimonthly reports by this office are made to Washington via the local defense-housing committee. We are using our own forms (copy attached hereto, enclosure (see p. 4882) rather than the forms furnished by Washington, as we have not had the necessary clerical assistance to compile the data necessary to complete the standard forms. This will be changed when the Work Projects Administration office staff becomes operative.

A total of six windows to receive applications are manned at all times, and there has been very little delay in handling applications for rooms due to the fact that we have a surplus of rooms, but quite the reverse is true of houses in the price range the average defense worker can pay.

Fair-rent committee.—The fair-rent committee, about to be set up, was requested by the Office of Price Administration and Civilian Supply (Mr. Joseph P. Tufts, Chief of the Rent Section). When Washington requested that this committee be appointed, a letter was directed to the mayor and city council requesting that they set up such a committee. The city council on April 29, 1941, passed the following resolution:

"The council hereby goes on record approving appointment of a suggested fair-rent committee, for San Diego, by the local defense-housing committee, which committee shall serve without compensation and work with the defense-housing committee."

The chairman appointed a nominating committee and the nominating committee recommended that not more than five and not less than three influential, impartial citizens be appointed to serve on the fair-rent committee.

All rental complaints which have been received to date are to be turned over to the fair-rent committee for investigation, and it is planned to use the field investigation staff of the homes registration office to assist the fair-rent committee in their investigations. In the absence of fair-rent legislation, the committee's only means of making adjustments in proven cases of exorbitant rent increases would be through adverse publicity and moral suasion. Therefore, the committee felt that a small, impartial, representative group of men whose standing in the community is above question would function much more effectively than a larger group representing many different factions. In other words, the fair-rent committee would have somewhat the same standing as judges in their relationship with the public.

Present and future employment in defense industries.—The local defense housing committee has continually tried to keep in mind the over-all picture of the housing needs for this city. There are three very distinct sides to this problem: (1) The total number which will be employed when the peak is reached; (2) the number that will be permanently employed; (3) the number employed that will be of a temporary nature. The difference between the permanent employment curve and the peak employment curve should be cared for by providing demountable or mobile housing units. (See enclosure (p. 4883) showing estimates covering present and future employment by aircraft and shipbuilding companies.)

The committee is charged with the responsibility of providing adequate housing facilities to be available for occupancy when needed. It is felt, however, that due to changing conditions it would be impossible to indicate or forecast housing needs with any degree of accuracy for a longer period than 6 months in advance. The employment estimates shown on enclosure (p. 4883), therefore, cover only to January 1, 1942. This, of course, will not be the peak of employment. To these estimates should be added approximately another ten to fifteen thousand workers.

Program of new houses.—Constructed and already occupied or ear-marked for construction by the Federal Government in this area are the following:

Agency	*Units for married workers*	*Units for single workers*
Federal Works Agency	3,000	748
Do	[1] 1,500	
Federal Security Agency	[2] 500	980
Navy	1,200	
Total	6,200	1,728

Combined total, 7,928 units.

[1] Demountable.
[2] Trailers.

In addition to the above, there will probably be constructed by the Navy 900 additional units for married personnel; and the committee has asked private industry to construct 4,000 houses with private capital. This makes an estimated total of 11,100 housing accommodations for married defense workers. Spot surveys, taken from time to time throughout the various plants engaged in defense contracts, have indicated that we may expect approximately 50 percent of applicants for employment will be married. (See enclosure (p. 4884) spot survey.) Since the total additional employment by aircraft and shipbuilding companies in this area should not exceed 10,000 by January 1, 1942, of which approximately 5,000 to 6,000 will be married, the housing situation has been considerably relieved.

Attention is invited to the fact that the above figures do not include additional workers who may be brought to the city or who may come of their own volition to accept positions in nondefense activities. Figures with any degree of accuracy on this employment expansion would be very difficult to obtain but must be taken into account when the over-all housing situation is being considered.

Private building situation

Private building has been slow in getting started for the following reasons:

(*a*) Fear of Government competition.

(*b*) Delay caused by contractors awaiting passage of title VI, Federal Housing Administration.

(*c*) Contractors' inability to obtain sufficient loans.

(*d*) Increase in building costs. (See enclosure (p. 4885)).

(*e*) Purchaser not qualified by Federal Housing Administration when initial transaction goes through.

(*f*) Competition caused by low rentals of Government housing projects.

Obstacle (*a*) has been largely removed due to positive statements by Defense Housing Coordinator in regard to future housing program by the Government. Obstacle (*b*) was removed when the President made effective title VI, Federal Housing Administration for defense areas and designated San Diego as a defense area on April 10, 1941. Obstacle (*c*) was somewhat clarified as the result of a meeting on April 23, 1941, attended by executives of all lending institutions at which details of entire building program were presented. These executives have stated that they will lend to the limit of anyone's credit. Obstacles (*d*) and (*e*) are now being worked out by the officials of Federal Housing Administration. These specific problems were presented in detail to Mr. Earl Draper during his visit to San Diego on June 7 and 8. (See enclosure "e", report of local Federal Housing Administration underwriter.) In regard to obstacle (*f*), it is the belief of this committee that private contractors will experience difficulty in convincing potential private builders that the building of a home of their own would be economically sound so long as they are able to obtain Government housing at the low rentals which prevail.

The committee believes that coordination among the several Government agencies controlling Government housing projects is necessary to stabilize rents in Government housing. For example, the average rental in the Kearney Mesa project is now $18 a month for a two-bedroom house, whereas the rental for a

trailer under Federal Security Agency is approximately $30 a month. This situation would be somewhat alleviated if all aircraft plants were placed on a 40-hour week working basis. As it is now, some families are only paying about 11 percent of their income for shelter rent. The committee is of the belief that this is too low for the Kearney Mesa project.

Trainees.—The homes registration office has at present a total of 1,949 rooms registered available for single defense workers. In addition, there will be ready for occupancy in the immediate future approximately 1,728 dormitories for single defense workers. This makes a grand total of 3,677 rooms available. There are actually on file, as of June 10, 1941, 13 applications by single defense workers for accommodations in dormitories. The committee has made repeated efforts to obtain permission to house trainees in the Federal Security Agency barracks at the foot of Twenty-eighth Street. The local labor market has become practically exhausted and it is urgently necessary that men be brought in from outside areas and trained to meet the future requirements of defense industries in this area. It has been suggested in Washington that men be trained in their home towns and brought to defense areas after the training. We believe this to be impracticable for the several reasons listed below:

(*a*) The San Diego Vocational School has recently installed approximately $300,000 worth of machinery for training purposes.

(*b*) Coordination is extremely difficult when students are trained in outlying areas (for example we might get 500 riveters when we needed 500 welders, etc.).

(*c*) The only place to obtain competent instructors is from the aircraft plants now in operation. Therefore, it is logical to do the training in aircraft industrial centers.

(*d*) It is much easier to execute control when the trainees are housed in one central place. For this last-named reason, therefore, it is impracticable to house trainees throughout the city in the rooms now registered with the homes registration office.

(*e*) The trainees, generally speaking, must be subsidized during their training period, and for that reason it is believed that the only feasible method would be to enroll them on the National Youth Administration program already set up, or on a Work Projects Administration program such as is now being worked out.

(See enclosure (p. 4885), letter from Mr. Ray Mathewson, manager, department of employment, State of California, dated June 5, 1941.) (Enclosure (p. 4886), letter from superintendent of San Diego City Schools, June 7, 1941.)

School facilities

It is vitally necessary that steps be taken to construct school housing facilities at the various Government defense housing projects. A junior-senior high school and two elementary schools are urgently needed at the Kearney Mesa project.

An elementary school is urgently required at each of the Navy housing projects; and further, the committee believes that steps should be taken at this time to obtain funds for the erection of school housing facilities near the two demountable units now authorized. Further, it is the belief of the committee that the school houses so constructed should be no more durable than the project itself. In other words, some sort of demountable school should be erected at the demountable housing project. We believe the only way this could be done would be under the cognizance of the Federal Government, since the California State law would not permit the erection of such a temporary school building.

Conclusions

From present indications, approximately 9,975 additional defense workers will be employed in the San Diego area by January 1, 1942.

Units which will be available for married workers by January 1942 appear to be as follows:

Kearney Mesa	2,852
Federal Security Agency (trailers)	468
Federal Works Agency (demountable)	1,500
Private capital	4,000
Total	8,820

The largest "unknown" in the average figures is, of course, the 4,000 houses promised by private capital. But since, by past performance, we may expect an increase of only between five to six thousand married defense workers by January 1, 1942, it would appear that adequate housing will be available by that time, if the present employment estimates by the aircraft and shipbuilding companies can be relied upon. One of the most pressing problems in connection with housing for married defense workers in this area has been the reluctance of private owners to take families with children. This situation, of course, does not obtain in the Government housing projects; and it is believed that the law of supply and demand will work to the benefit of married defense workers with children in connection with obtaining housing when the question of children is involved.

The committee is endeavoring to keep the over-all picture in mind in order that only such permanent housing will be constructed as will be absorbed after the emergency is over. It would seem that this is one of the major functions of such a committee. When the time arises for final disposition of the temporary housing units, it is believed that accurate and comprehensive information, such as could be furnished by the committee, would be of considerable assistance to the Federal Government.

Homes Registration Office listings and applications (in files at close of day, June 1, 1941)

SINGLE-FAMILY DWELLINGS FURNISHED		
	Urgent	Places for rent
Under $25—91	51	7
$25 to $30—119	64	8
$30 to $35—117	61	14
$35 to $40—95	50	18
$40 to $45—35	16	8
$45 to $50—30	16	16
$50 and over—14	6	15
Places that will not take children, 79 percent.		

SINGLE-FAMILY DWELLINGS, UNFURNISHED		
	Urgent	Places for rent
Under $25—26	18	0
$25 to $30—41	18	0
$30 to $35—31	14	1
$35 to $40—27	17	8
$40 to $45—5	2	7
$45 to $50—4	0	2
$50 and over—5	3	9
Places that will not take children, 70 percent.		

	Number of rooms for rent
FOR ROOMS WITHOUT BOARD	
$2.50 a week	152
$3 a week	154
$3.50 a week	177
$4 a week	221
$4.50 a week	75
$5 a week	143
$6 a week	133
FOR ROOMS WITH BOARD	
$7 a week	52
$7.50 a week	79
$8 a week	163
$8.50 a week	115
$9 a week	128
$10 a week	97
Light housekeeping	71

All the above have running water, both hot and cold; also bath and inside toilet. Places not suitable for habitation not kept in our files.

Homes registration office daily and weekly report sheet

Date	Applications for rooms	United States dormitories	Number of rooms rented	Applications for furnished houses	Number considered urgent	Houses rented furnished	Applications for unfurnished houses	Number considered urgent	Houses rented unfurnished	Applications for Kearney Mesa	United States trailers	Number of furnished houses for rent in files	Number of unfurnished houses for rent in files	Total applications for today	Total places rented
May 26	11	----	11	31	27	21	18	12	10	9	----	------	------	69	42
May 27	8	----	8	23	18	17	12	7	6	4	----	------	------	47	31
May 28	7	----	7	29	23	22	11	7	4	4	----	------	------	51	33
May 29	10	----	10	24	19	16	12	9	7	1	----	------	------	47	33
May 30	----	----	----	----	----	----	----	----	----	----	----	------	------	----	----
May 31	----	----	----	----	----	----	----	----	----	----	----	------	------	----	----
Total for week	36	0	36	107	87	76	53	35	27	18	2	86	27	214	139

Estimated employment rolls

AIRCRAFT COMPANIES

	As estimated by the companies during April 1941 (approximately April 15)				As estimated by the companies as of June 5, 1941			
	April 1941	July 1941	September 1941	January 1942	June 1941	July 1941	September 1941	January 1942
Ryan Aeronautical Co	1,600	2,100	[1]	2,500	1,600	1,600	1,750	1,800–2,000
Rohr Aircraft Co	750	1,250	2,000	[2]	800	800	1,200	2,000
Solar Aircraft Co	900	1,100	[3]	[3]	950	1,100	1,500	2,000–2,100
Consolidated Aircraft Corporation	[4] 16,000	[5]	[5]	[5]	[6] 16,500	[6] 17,500	[6] 20,000	[6] 24,000

SHIPBUILDING COMPANIES

	As estimated by the companies during April 1941 (approximately April 15)				As estimated by the companies as of June 9, 1941			
	April 1941	July 1941	September 1941	January 1942	June 1941	July 1941	September 1941	January 1942
Campbell Machine Co	150	[2]	[8]	[2]	163	[1]	[7] 200	[1]
Martinloch Shipbuilding Co	200	[8]	[8]	[8]	186	[1]	[9]	[1]
San Diego Marine & Construction Co	150	[10] 300–400	-------	[1]	175	[1]	[11]	[1]

[1] No estimate.
[2] Would not estimate.
[3] Would not estimate beyond July or August.
[4] The employment rolls have been around 16,000 since about Mar. 1, 1941 (as advised by Mr. Waterbury June 5, 1941).
[5] 20,000—estimated increase in 18 months (Consolidated letter dated Apr. 22, 1941).
[6] These figures include helpers as well as journeymen.
[7] Pure guess.
[8] Not in a position to estimate.
[9] Should double.
[10] July or August.
[11] Should be 300 (indefinite).

CONSOLIDATED AIRCRAFT CORPORATION,
March 3, 1941.

Subject: Spot check of housing requirements for men going on the pay roll.

The following data has been compiled from a recent spot check survey of men currently being employed by this company. The findings of this survey are considered indicative of the present trend. Additional checks of this type will be made at periodical intervals in the future.

Married men recorded	87
Single, living with dependents	3
Single, who just want room and board	43
Total recorded	133

Of the married men, 37 have no children; 26 have 1 child; 9 have 2 children; 13 have 3 children; 1 has 4 children; 1 has 6 children.

Average married man has 1.2 children.

Average number of children for all those recorded is 0.7.

Of the married men and those with dependents living with them, 39 want 1 bedroom; 37 want 2 bedrooms; 9 want 3 bedrooms; 67 want furnished rooms; 77 want garages, 8 have 1 dependent living with them, 1 has 2 dependents living with him.

Of the married men and single men with dependents living with them, 2 can pay up to $20 rent, 36 can pay up to $25 rent, 18 can pay up to $30 rent, 17 can pay up to $35 rent, 9 can pay up to $40 rent, 1 can pay up to $45 rent; 1 can pay up to $50 rent; average (84) $29 per month.

(Signed) J. H. WATERBURY.

Building costs

Item	Unit	June 1940	May 1941	Percent increase
Excavating (foundation) (labor)	Per day	$4.00	$6.00	50
Forms (carpenter labor)	do	7.25	9.00	24
Concrete (flat) (material and labor)	Square foot	.12	.16	33
Concrete (material and labor)	Cubic yard	6.00	8.50	42
Reinforcing steel (material)				5
Brick work (veneer, fireplace, etc.) (labor and material).	Per job	100.00	125.00	25
Lumber (material only)				18
Rough carpentry (labor)	Per day	7.25	9.00	24
Finish carpentry (labor)	do	7.75	9.25	20
Plumbing (labor and material)	Per job	325.00	400.00	23
Sheet metal (labor and material)				10
Roofing (labor and material)	Per square	7.00	8.50	21
Side wall shingles:				
Material	do	9.90	9.90	(1)
Labor	do	3.25	4.50	38
Painting	do	2.10	3.10	47
Total	do	15.25	17.50	15
Exterior stucco (material and labor)	Per yard	.90	1.15	28
Interior stucco (material and labor)	do	.63	.75	20
Rough hardware (materials)	Per unit	4.00	4.50	12½
Finish hardware (materials)	do			(1)
Electric wiring (labor and material)	do	2.00	2.50	25
Electric fixtures				(1)
Heating equipment (labor and material)	Per unit	41.50	44.50	10
Frames—doors, sash, cabinets, etc. (labor and material).				10
Tile (labor and material)	Per job	144.00	158.00	10
Painting (labor and material)	do	145.00	215.00	48
Hardwood flooring (labor and material)	do	123.00	139.00	13
Floor covering (linoleum) (companies have absorbed extra labor costs).	Per square yard	1.50	1.50	(1)

[1] No increase.

FEDERAL HOUSING ADMINISTRATION,
June 2, 1941.

MEMORANDUM

To: Lt. Max Black.
From: E. A. Walsh.
Subject: Volume of business, particularly title VI.

DEAR MAX: The San Diego office, as of May 31, 1941, has issued a total of 102 title VI commitments (all for individual homes) within the defense area which comprises the San Diego metropolitan area. Approximately one-third of these commitments cover properties to be constructed at Chula Vista. The balance in general are quite widely scattered—some at Pacific Beach and some in East San Diego, La Mesa, etc.

In addition to these commitments now issued, we have on file an additional 76 cases—that is, cases upon which the fees have been paid and are now being processed, most of which will result in commitments as evidenced from the preliminary study which we have given them before the cases were actually filed. In further addition to the above we have approximately 300 tentative, proposed and possible applications, none of which have yet reached the stage of actual filed applications. It is our informal opinion that at least 200 of these stand a reasonably good chance of resulting in commitments.

So much for title VI. As to our title II business, we set forth below our month-by-month volume starting with January 1941:

	Number	Amount		Number	Amount
JANUARY			APRIL		
New	184	$713,000	New	222	$902,800
Exist	44	166,000	Exist	34	137,400
Total	228	879,000	Total	256	1,040,200
FEBRUARY			MAY		
New	172	663,200	New	175	726,300
Exist	37	142,200	Exist	33	129,800
Total	209	805,400	Total	208	856,100
MARCH					
New	216	884,500			
Exist	56	225,500			
Total	272	1,110,000			

New	969	New	$3,889,800
Exist	204	Exist	800,900
Total	1,173	Total	4,690,700

We trust that this information may serve the purpose of our coordinating committee to bring the record up to date.

Very truly yours,

E. A. WALSH, *Chief Underwriter.*

CALIFORNIA EMPLOYMENT COMMISSION,
San Diego, Calif., June 5, 1941.

Lt. MAX I. BLACK,
Civilian Personnel Officer,
Eleventh Naval District, San Diego, Calif.

DEAR SIR: In compliance with your request for a written statement covering the reason for our inability to recruit defense industry trainees for the San Diego Vocational School the following statement is made.

As you know, rather elaborate preparations were made on the part of the San Diego city schools to start up a defense training program to accommodate a large number of trainees, and this service was designated and accepted the responsibility for securing these trainees. To date the school has requisitioned, in round figures, approximately 3,000 trainees, and we have recruited and referred to them approximately 2,500 of this number.

Up until the first of this year all trainees could be recruited locally. However, as of that time the local supply became exhausted and we found it necessary to start canvassing other areas. This canvass was limited to adjacent areas at first, and then gradually expanded in an ever-widening circle. We are now faced with the problem of going clear outside the State for trainee material.

Very little success has been had in our efforts to secure trainees from other areas. While recruitment activity was confined locally the problem of housing was not a factor because the boys could live at home while taking the training. In the case of workers from the outside, however, the principal objection to taking the training was that trainees could not sustain themselves financially during the period of 6 or 8 weeks they would be in school.

In order to meet this problem arrangements were made to induct trainees in a National Youth Administration residence housing project in which they could earn their board and lodging and some additional money as National Youth Administration project workers. This arrangement, as it became available, created some immediate impetus in our program of securing trainees from the outside, even though there was some drawback to this arrangement because of the necessity for requiring double the time necessary to complete the training. The capacity of the National Youth Administration residence training project is very limited, and to make matters worse, only a proportion of the available facilities of this project were reserved for defense industry trainees for induction in the San Diego Vocational School training program for aircraft workers specifically.

There are other reasons, of course, why we are lagging behind in our efforts to secure a sufficient number of trainees on schedule to meet the program as set up by the San Diego Vocational School, which is based on the anticipated needs of defense industries, but the most important reason has been and is our inability to provide housing facilities.

It is our understanding that almost unlimited expansion could be provided for on a National Youth Administration residence project, provided housing facilities could be made available. This would meet the biggest problem we are encountering, that is to say, that of providing facilities for trainees while under training, at no expense to them. Without these facilities each boy must have $100 to $150.

We have in the past joined in efforts to correct this situation and provide the necessary facilities, and we know that the problem is well known to many of us locally and that we have made serious and untiring efforts to secure support from various agencies. It is our understanding that these efforts will be continued, and in line with that effort we want to join with you in whatever you can do to relieve the situation for us.

We cannot too strongly recommend relief from any source wherever it may be available, and we warn that our entire program of recruiting trainees for defense industry training will come to a dead stop without this aid.

Very truly yours,

DEPARTMENT OF EMPLOYMENT,
R. G. WAGENET, *Director.*
RAY MATHEWSON, *Manager, San Diego Office.*

SAN DIEGO CITY SCHOOLS,
OFFICE OF THE SUPERINTENDENT,
San Diego, Calif., June 7, 1941.

Lt. MAX I. BLACK,
Chairman, Local Defense Housing Committee,
Eleventh Naval District, San Diego, Calif.

DEAR LIEUTENANT BLACK: As you know, we have offered through the vocational school to train all necessary workers for the aircraft industry in San Diego. The Federal Government has provided extra equipment and the city has turned over to us the Ford Building in Balboa Park for national-defense training. We, therefore, have excellent facilities and can train the necessary personnel.

However, we have almost exhausted the supply of local trainees and it is necessary to bring recruits from outside the city. This presents a problem of housing, as trainees cannot usually afford to pay rent. The National Youth Administration is willing to care for them, but does not have sufficient housing to accommodate the many requests.

The Federal Government has recently completed several dormitories for single workers and there are plenty of accommodations for all concerned. However, trainees are not classified as "workers" and so, therefore, are not now eligible

to live in these dormitories. It would seem, therefore, that either trainees should be classed as "potential workers" and allowed to live in the barracks, or that some of the barracks be turned over to the National Youth Administration, which is willing to administer the housing facilities.

I sincerely hope that some arrangements can be worked out quickly so the training program will not be handicapped.

Yours very sincerely,

WILL C. CRAWFORD,
Superintendent of Schools.

TESTIMONY OF LT. MAX I. BLACK—Resumed

The CHAIRMAN. In connection with your prepared statement, it is perfectly permissible to make a brief oral statement about the situation here, in reference to the housing, as it has come to your knowledge. For the purpose of the hearing we would like you to touch on some of the high spots—what the problem has been, whether there is any improvement in the situation, and what you anticipate.

STEPS TO ALLEVIATE HOUSING PROBLEM

Lieutenant BLACK. Prior to the time that this new construction, which I set forth in detail, was started, there was a very acute housing problem, and there is still a housing problem, although the figures I present here show that the situation has been somewhat alleviated. There are two reasons for the abatement, and they are that the major aircraft companies have not been hiring recently, and the fact that we are getting some of these Government houses built.

Up until about 6 months ago there was very little concerted effort, as I see it, in San Diego to take care of this problem, with the exception of the 1,200 units that the Navy had under way.

Mr. Palmer, in his visit here on the 15th of January, saw the urgent need, and for that reason set up the Homes Registration Office, or authorized the setting up of the homes registration office and this local defense housing committee. I think it is the consensus in the community that such a coordination was essential. It is new, it has a lot of holes in it, but I do honestly think that it is a step in the right direction.

The CHAIRMAN. Of course, it is. I am absolutely convinced that housing is connected directly with the national-defense program. In other words, Lieutenant, you cannot divorce civilian morale from Army and Navy morale. They go hand in hand.

Lieutenant BLACK. No, sir; you cannot, especially in the type of war this is. We are commencing to think that it becomes more and more a civilian effort, as I see it.

The CHAIRMAN. Yes, sir.

SAN DIEGO A "HOT SPOT"

Lieutenant BLACK. For that reason it makes San Diego, we may say, a "hot spot." This is an air and a naval war.

As for the actual conditions as they exist today, we have a combined total of 7,928 units, either completed, under construction, or authorized, or earmarked. That is broken down into 6,200 units for married people and 1,728 for single men.

The CHAIRMAN. What would the 7,000 units mean in terms of individuals?

Lieutenant BLACK. Well, if we can believe the best figures, at least 1.2 children per family is a good average. In other words, that means 3.2 persons to a family, and we can multiply the 6,200 by 3.2, the actual number of houses that we will have built, and that will give us the figure.

I have asked for private contractors to put up 4,000 additional houses. Whether we will get to that figure, I can't say. I am almost positive now, from the latest reports I have from the F. H. A. and the Department of Permits—that is, the Building Permits Department and various other sources of information—that we will not reach the 4,000 in the 6 months in which we ask for them. But that is not, to my mind, as essential now as it was when I asked for them last April, for the simple reason that the aircraft companies have considerably slowed down in their rate of hiring. Therefore, we have this breathing spell, which is very fortunate for the city of San Diego, and which has allowed us to take up the slack.

HOUSING FOR LARGE FAMILIES

The CHAIRMAN. Let me inquire right there, Lieutenant. We had a witness on here this morning by the name of Porter, and he came from Oklahoma, I think it was. At any rate, he has six children and has secured employment here. Of course, that makes eight in the family, and he is paying $72 a month for a one-room house. Do you know if these units that you speak of are made to accommodate a family as large as that?

Lieutenant BLACK. The three-bedroom houses would. It would depend on the ages of the children, of course, but one of the three-bedroom houses could probably take care of his family; but whether that man is eligible for one of them or not depends on his job.

The CHAIRMAN. He is working for the Consolidated Aircraft Corporation.

Lieutenant BLACK. Then I don't see why he would not be eligible and, under those conditions, I would say he would be way up on the list for priority, with that size family and because he is paying what sounds like exhorbitant rent and is working for the defense program.

I wouldn't know that definitely without investigation, and that is handled by the F. W. A., but from what you have told me, he ought to be way up on the list.

LARGER HOUSES DELAYED

Miss BAUER. There aren't any three-bedroom units open yet, are there?

Lieutenant BLACK. No. That is the sad part of that story. Only the two-bedroom houses are open, and the three-bedroom houses will not be open for quite some time yet.

The CHAIRMAN. I was out to the Kearney Mesa project yesterday, and I took back with me the impression that they were doing pretty well in this emergency. There was a little confusion, but everything seemed to be in pretty good order. I think we have to realize that this is an emergency which is thrust upon us all at once.

Lieutenant BLACK. Yes.

The CHAIRMAN. Now, are there any garages out there at all?

Lieutenant BLACK. No, sir; not to the best of my knowledge.

The CHAIRMAN. Nearly all the people have cars, haven't they?

Lieutenant BLACK. I can't answer that. I presume that a great proportion of them will have cars. Now, you mention the fact that they are doing a good job. I think that probably the only word that really describes that job is a miracle. I don't know how they did it.

The CHAIRMAN. They started from scratch?

Lieutenant BLACK. Yes; I watched it week by week, and I still don't know how they did it, and I think people who have seen it from the outside will back me up on that statement—people who have seen other projects.

The CHAIRMAN. That is one of the reasons I came here. We are going into Connecticut, New Jersey, and Maryland, and spots similar to this elsewhere, and see how they are getting along, and one of our objects is to find out how methods and conditions can be improved.

TOTAL NEARLY 13,000 UNITS

Lieutenant BLACK. You should really have seen it when they started it, which was in the rainy season, and you would then be able to realize what they were up against. Now, in addition to the housing units that I have enumerated, and these are strictly Government, we have the 900 additional units which Commander Bear mentioned, and the 4,000 that we hope to have built. I think we will succeed in getting them if we can get certain other problems ironed out—rentals on the Mesa, and so forth. These 4,000 are to be built by private contractors. That makes a total of 11,100 house accommodations for married people and 1,728 for unmarried men or men living alone, in the barracks type of accommodation. In addition to that we now have 1,949, I believe it is, rooms available throughout the city, voluntarily registered at the homes registration office.

These latter rooms are not all 100 percent. We have from time to time picked out at random certain ones and gone out and had them investigated; and as rapidly as possible, with the assistance of the new field staff of the W. P. A., we are going to go and investigate most of them. But the grand total of rooms for single people adds to something over 3,677.

Now, balanced against that, we have the anticipated employment—and you can check these figures probably—an anticipated employment, that is, the four aircraft companies and the three shipbuilding companies—by January 1942, of approximately 9,975, in addition to what we have right now.

Of that number of anticipated employees, approximately 5,000 to 5,500 would be married, if we could be guided by past statistics. But I believe that from now on the proportion of married people will drop, because the labor market has become practically flat, as far as skilled older workers are concerned, and more and more, as we pull in men from the outside field, we are going to have to take young boys just out of high school. Therefore, I think the proportion of married men will drop; but even if it doesn't, we still have only to supply by the 1st of January approximately 5,500 homes, and we have these that I have just mentioned, which is more than enough.

NONDEFENSE WORKERS

However, we cannot forget this—and I think it is a very important point, and I, for one, do not know the answer to it: As to the defense workers, we have figures on them, which I believe to be fairly reliable. Now, we do know that there are going to be other people brought into this town, people who are either sent for, or are coming in of their own free will, to take jobs in nondefense industries.

How we are going to get the figures on those, except to make surveys from time to time, and just how we can estimate their number, is not entirely clear to me. Furthermore, up to now I know of no way to take care of those people, except through the old law of supply and demand; that is, as we can get the people into the Government houses who rightfully belong there under the present rules, they will vacate other houses for the second class I have just spoken of.

We are trying by every means at our command to keep accurate figures on it, because, after all, they affect the over-all housing picture in San Diego just as much as the workers at Consolidated; and, to my mind, they are just as essential. You cannot run Consolidated without the 5 and 10, and the rest of them.

The CHAIRMAN. Lieutenant, in Congress did we hold you up at all in getting started, in getting these projects under way?

Lieutenant BLACK. I can't answer that part of it exactly. I can say this, that since this new office of emergency employment was set up, we certainly are getting things a lot faster than we did before; at least, as far as I personally am concerned. For example, I sent a telegram at 11:15 in the morning that required an answer from the head man, the top man in the bureau, and I received the answer at 2:30 that afternoon. I don't think you can ask for much better than that. Generally speaking, they are very, very prompt, at least as far as my personal business is concerned.

Now, as to the actual allocation of funds by Congress, I think probably somebody else could better answer that, because I have had nothing to do with that. Our job is to find out the facts, present them to Mr. Palmer's office, and keep him informed.

KEARNEY MESA RENTS

The CHAIRMAN. Now, these houses out at Kearney Mesa, what do they rent for?

Lieutenant BLACK. The rental is based on the income that the man receives, and the size of the house is determined by the man's needs. At present, I think that Mr. Voigt, the manager of the project, could give you those details much better than I could, although I know, generally speaking, what they are. I think Mr. Voigt can give you the exact figures.

The CHAIRMAN. I think yesterday he told me $22.50 was the rental for one of the houses I was looking at.

Lieutenant BLACK. Yes. That sounds right. They could go all the way up to $50. They could run from $14 up to $50. That is the spread. Roughly speaking, it was based on 17 to 20.6 percent of the man's wages.

The CHAIRMAN. At this time, then, from the investigation you have made and your practical knowledge of the whole problem, you don't anticipate too much trouble about this housing problem.

DEMOUNTABLE HOUSES

Lieutenant BLACK. Let me put it this way: I don't think we are going to have as much trouble as we did in the past, but I certainly wouldn't say that we are out of the woods or completely out of trouble yet, not by a long way. I think this will work in peaks and valleys. We can see daylight now, but when Consolidated starts hiring a full personnel, and the other companies start expanding rapidly, then we are going to reach the point where these houses on the mesa become filled up. The Navy houses are almost filled now When the F. S. A. trailers become filled, then we are going to have more trouble, and we may have to ask for more demountable houses.

Of course, I understand the second $150,000,000 is coming, but I have been given to understand that the need will be met with demountable housing in the future; unless there is a complete change of policy on the part of private capital, builders can't keep up with the need, and they will do it with demountable, mobile houses, which are the easiest type.

COST OF DEMOUNTABLES UNCERTAIN

The CHAIRMAN. What do you think of the demountable, mobile houses? Are they cheaper than the other type?

Lieutenant BLACK. I couldn't give you the figures on it. I have tried, as recently as 2 months ago, when a representative from the F. W. A. was out here. I tried at that time to get the figures on the houses, but he himself didn't know, and he told me, furthermore, that he didn't think anybody in Washington knew for sure at that time.

The CHAIRMAN. The question that keeps running through my mind is whether the investment in that kind of defense housing will be lost, in large part, after this emergency is over, or will such housing continue to provide a reasonable accommodation for people. There might be an element of saving there to be considered. That is what I am trying to keep in mind.

Lieutenant BLACK. I understand they will be able to salvage demountable houses, and while I can't give you the final answer, I think it should be one of the duties of our committee to be considering that right now; that is, what are we going to do when the emergency is over? We have already discussed it, and I expect to keep that uppermost in the minds of the authorities—to try to figure out a way to use the houses after the emergency. Of course, it is a problem that is larger than the scope of our local committee. It will have to be done, no doubt, on a national scale.

The CHAIRMAN. That is why I am here. We are going, as I said, into Connecticut and other areas, where the national-defense program is centered, and we will report back to Congress in August. So we thought we would have to have this picture here, because San Diego is among the greatest defense centers in the United States.

Now, we had city officials here—the city manager and the county commissioner—stressing the point that the increase in population on account of the defense program and the growth of Navy and Marine Corps facilities would bring about a condition so burdensome that the city and county will be financially unable to handle the load—that is, for schools, hospitals, sewerage, water, and other services. Do you agree with that?

Lieutenant BLACK. Very decidedly; yes, sir. The letters that have been written by our committee to the various governmental agencies in regard to that, I think, would bear out that statement.

The CHAIRMAN. I just wanted to get your opinion on it.

SCHOOL SITUATION "DESPERATE"

Lieutenant BLACK. I don't think I am overestimating when I say that the need for more schoolhouse facilities is desperate, and I think that drastic measures should be taken to correct this situation. It is a shame it wasn't done when they originally started these cities. That is the time it should have been done. They should have started building the school the day they broke ground for the first house. And for that reason, Congressman, if you can get the word back on the two cities of demountable houses, I think that would be an important step. I know. I lived in the area where they are putting a lot of them. I think the schoolhouse ought to go up at the time the demountable houses go up, and I think probably the schoolhouse should not be more durable than the project itself. There is no use in building a permanent schoolhouse, or one which would come under the State laws, which are very stringent since the 1932 earthquake. For that reason the State cannot handle it.

The CHAIRMAN. When we talk of this situation, we come back to the question of citizen morale.

Lieutenant BLACK. Exactly.

The CHAIRMAN. That is the way towns were built. The schools grew with the towns.

Lieutenant BLACK. And the schools are vitally important in connection with the new housing. Practically the number one requirement to get into these housing projects is that you must have children; at least, families with children are being put on the preferred lists. In other words, the fellow with four or five children is the one who will be preferred, his name goes up to the top, and you can't have the children running around the streets. You have to have them in the schools.

The CHAIRMAN. That is what I had in mind. You see, we have been all over the United States getting the general picture of migration. The committee has traveled something over 20,000 miles, on both coasts, and north and south.

We found that in the depression of the thirties, as many as 4,000,000 people were wandering around the country, looking for work. Now, here you are again with new thousands moving out of their homes, to defense centers. We weren't interested in the perennial tramp or hobo. We were interested in American citizens, who had left their homes on account of circumstances over which they had no control. That question has been neglected. It has just simply been neglected.

Now, for example, there is one district, a congressional district in Nebraska, where 40,000 people, one-half of the population, had to leave after they had 8 years of dry weather. In such a circumstance, what are they going to do? They aren't going to sit there and starve, so they are on their way.

I am very much impressed with the idea of the schools. What are we going to do? We aren't going to have a Nation of intelligent citizens if we leave the children of all these people uneducated.

SEES TWO KINDS OF MIGRATION

Lieutenant BLACK. That is right. I want to bring out one more point. Speaking of migration; as I see it, there are two kinds of migration—the kind that we want and the kind that we can't help. The ones we want—the labor movement being what it is—we have to go out and pull in. That is a form of migration. If we can't get them here, we have to get them somewhere else.

The other type of migration is of such as the young girls who are coming in here. They hear about this fine climate and they come here. Now, generally speaking, we don't need female help. Maybe the time will come when we do. I don't know.

But if we bring in outside people, we have got to train them. We have got to take them and train them before they are employed in the defense industries. This is a matter which I am going to take up with Mr. Haydock of Mr. Palmer's office, when he gets here, but it presents another difficulty that must be solved.

DORMITORIES FOR TRAINEES

Miss BAUER. Just one thing: In view of the shortage of trainees, which was mentioned in testimony this morning, I wonder if you would like to say just a few words on this question of using either the new F. S. A. trailers or the P. W. A. dormitories for the trainees.

Lieutenant BLACK. I just started to talk about that. I wasn't going to go into detail. The scheme, or plan, as I see it, is that we want to bring in young men from further afield. We can't bring them from the Los Angeles area, because if we bring them down here and train them, the minute they become trained they will go back to Lockheed and those other companies. So we have to go to farming communities and maybe clear back into the Mississippi Valley territory and bring those people in here.

Now, one of the main reasons they don't come here for training, the majority being boys in ordinary circumstances, is that they know they can't subsist after they get here. I know it is hard to believe that a man can travel 500 miles and yet doesn't have money to keep himself for 6 weeks after he reaches his destination, but that, apparently, is the case.

So what we propose to do now, if the authorities in Washington will grant it, is either to raise all bars outright, or by some means or other take over a part of these F. S. A. barracks temporarily and enroll these men under an N. Y. A. program; and we will even work on a W. P. A. scheme for the older people. Then we can put them through the vocational school, which, incidentally, has $300,000 from the Federal Government for machinery for just this purpose. After they have become trained, we can place them in industry.

Then, eventually, as we get to the peak, that scheme can be either abandoned or cut down to normal replacements, for people who quit or are fired. That could be handled in a project such as they have out at Ocean Park Village now. That, generally speaking, is the idea of housing trainees in barracks.

COMPULSORY INSURANCE

The CHAIRMAN. I am just thinking, Lieutenant, how things have changed since the time of our investigation only a year ago. Do you know that we have 31 States in this Union—and California is one of them—that make it a crime to transport an indigent citizen across State lines? Thirty-one States. And here we have the Federal Government and representatives of welfare agencies and industries encouraging people to go from one State to another.

Lieutenant, what sort of cushion can we devise to lighten the shocks of the readjustment which must follow such great displacement of the population? Have you given it any thought?

Lieutenant BLACK. A great deal. You mean, as far as the housing situation is concerned?

The CHAIRMAN. No. What is going to become of the defense workers? Don't you think that is about as great a problem as the war itself?

Lieutenant BLACK. It might be an even greater problem, because it might last longer.

I don't like to talk about compulsory insurance. Of course, with my Navy job, I have always had that cushion, if I retired, to fall back on. There might be some sort of scheme worked out to help these people from out of town save some money, so that when it is all over and they want to go home, they can go.

The CHAIRMAN. You are speaking my language. I drove out from Chicago, and on the way, I talked to people. I also talked to many people up in Oakland, Calif., and this problem has bothered me. You hit the nail on the head when you mention that compulsory insurance idea to me.

Now, the President of the United States has issued an Executive order, calling for a survey of public-works projects to take up the slack after this war is over. But the trouble with that, of course, is that there is no appropriation, and the country itself might not have very much money when this thing is over. Nobody knows. But it seems to me that we shall have the answer when we find a way to get the defense workers to lay aside a little each month, so that at the end of this situation they would have four or five hundred dollars, or eight hundred or nine hundred, so that they can take care of themselves until the country can get its post-war problems straightened out. That kind of insurance is taken out of the wages of civil-service workers. It is not done for defense workers, is it?

Lieutenant BLACK. No. But they do that in civil service, and maybe it could be worked out some way among the private companies. I think it would be a fine idea, personally, if some satisfactory way could be worked out.

The CHAIRMAN. So that the money could be saved for them.

SAYS AVERAGE WORKER IS NOT SAVING

Lieutenant BLACK. Yes, because I would almost swear the average worker is not doing it. I say that because I see too many of them lined up at the pay windows to have their checks cashed the minute they get them. They just can't wait.

The CHAIRMAN. A great many of those people, thousands of them, were unemployed. They wouldn't have traveled all this distance if they had had a good job at home. They wouldn't have come out here. That is true, isn't it—that a lot of them were unemployed?

Lieutenant BLACK. Generally speaking, that probably is true.

The CHAIRMAN. After having been unemployed, they are working now and making good wages; and if some scheme could be created by which a certain amount of their pay each month would be laid aside for them, they would be taken care of.

Lieutenant BLACK. Of course, the unemployment insurance takes care of that to a certain extent.

The CHAIRMAN. But they have to make application for it. Is that right?

Lieutenant BLACK. I don't know enough about it to answer that.

Miss BAUER. There is some coverage with the unemployment insurance, isn't there?

Lieutenant BLACK. That is what I thought, but I think it is rather small. I don't know about that.

The CHAIRMAN. We still can think about it anyway. I don't know where we will get with it, but I think it is very important, and I think you do too.

Lieutenant BLACK. Yes. My idea is also, so far as the housing problem is concerned, since you are speaking of insurance to recognize the difference between permanent jobs and temporary jobs—that is, to use the demountable houses for the difference in that curve.

The CHAIRMAN. Yes. England is handling this particular situation in a little different manner, making it a matter of taxation. No matter who you are, they tax you over there, and they say to their citizens, "We are laying aside a certain amount of your wages each month for you." Of course, again the old problem comes up, that they might not have anything at the end of the war either.

Well, Lieutenant, we deeply appreciate your contribution here, and I know it is going to be very valuable to the committee. Thank you very much, sir.

We will take a 5-minute recess.

(After a 5-minute recess.)

The CHAIRMAN. The committee will please come to order, and we will hear Dr. Lesem.

TESTIMONY OF DR. ALEX M. LESEM, DIRECTOR OF HEALTH FOR THE CITY AND COUNTY HEALTH DEPARTMENT, SAN DIEGO, CALIF.

The CHAIRMAN. Doctor, please give us your full name and your official capacity.

Dr. LESEM. Alex M. Lesem. I am director of health for the city and county health department.

The CHAIRMAN. How long have you held that position, Doctor?

Dr. LESEM. For the city since 1918. With the county and city since 1924.

The CHAIRMAN. How long have you lived here?

Dr. LESEM. Since 1886.

The CHAIRMAN. You should be qualified as an expert around this country.

Dr. LESEM. Well, an expert is an ordinary guy away from home. So I am not an expert.

The CHAIRMAN. You have filed a statement here, haven't you?

Dr. LESEM. Yes.

(The statement referred to appears below:)

STATEMENT BY ALEX M. LESEM, M. D., DIRECTOR OF PUBLIC HEALTH, SAN DIEGO, CALIF.

SUBSTANDARD HOUSING AND HEALTH CONDITIONS IN SAN DIEGO

The following data obtained from several local surveys and special studies relating to substandard housing in the city of San Diego is offered:

In each of the last three decades—1910–20, 1920–30, 1930–40—the population of San Diego has doubled—from a population of slightly more than 35,000 in 1910 the city will probably reach 300,000 by January 1, 1941.

New construction has not kept pace with the demand needed to furnish adequate housing for the normal population increase. Old houses constructed prior to 1900 are being occupied as boarding homes or substandard apartments or multiple dwelling units in violation of the State housing act and contrary to local fire and safety regulations. The enforcement of local and State regulations has been delayed for the reason that there has been an acute housing shortage.

INSANITARY CAMPS

Trailer camps have operated under insanitary conditions and often we have found families living outside of established camp grounds without adequate sanitary facilities.

On several occasions the quarantine officers have ordered the removal of children with communicable diseases to the communicable disease ward of the county hospital from families living in trailers, shacks, and even chicken coops.

The effect of epidemics on national-defense industries when due to close contact of workers and overcrowding has been tabulated. From December 5, 1940, until December 13, 1940, records were made of the number of men absent from the various airplane industries; the number of days lost by the employees seriously affected the volume of production as shown in the tabulation:

Date, firm, and number of employees

	Consolidated Aircraft Corporation	Solar	Ryan	Rohr
	13,200	648	1,450	160
Absentees:				
Dec. 5	944	35	111	1
Dec. 6	841	38	223	4
Dec. 7	(1)	31	153	4
Dec. 9	768	31	153	2
Dec. 10	855	28	122	1
Dec. 11	690	19	98	3
Dec. 12	628	16	81	4
Dec. 13	600	30	78	5

[1] Not reported.

Cases of influenza, city of San Diego

	Number of cases [1]
1940:	
November	62
December	186
1941:	
January	4
February	2
Total	254

[1] Cases reported to this department; many cases were not reported by physicians or families.

Cases of German measles, city of San Diego

January	31
February	153
March	495
April	769
May	613
Total cases reported to this department	2,061

POPULATION INCREASE

From January 1, 1937, to the date of the 1940 census, the population of the city of San Diego increased from 183,000 to 202,038; the estimated increase in numbers of families 4,539. During this period, 5,167 new family units have been built and occupied.

REAL PROPERTY INVENTORY

In 1934, a real property inventory was made by the Works Progress Administration:

Number of dwellings listed	53,379
Rental at $10 per month or less	1,662
Rental at $10 to $15 per month	4,367
Rental at $15 to $20 per month	7,536
Rental at $20 to $30 per month	12,757

(This reflects the inability of Navy personnel to pay high rents.)

Without water-flushed toilets	2,532
Without tub or shower	4,059
Without gas or electricity	966
Dwellings condemned	545
Apartments condemned	120

STUDY OF MEDICAL CARE COSTS

During the early part of 1940, the health officer was requested to study a group of 25 families for the purpose of determining the cost of medical care and material relief.

Two public-health nurses were assigned to interview the families and to investigate health and welfare conditions in these dwellings.

This group did not live in any designated slum area, but were located in different parts of the city with considerable distances between houses.

Answers to all questions were tabulated on individual history sheets, which were then cleared through the central social service records and checked in regard to the expenditures for material relief with the various welfare agencies, having the families listed as clients of that particular agency throughout the year 1939. Often more than one agency was found to have administered relief. The information thus obtained was recorded on the individual history sheets and then transferred to a master sheet. A photostat copy of the master sheet is transmitted with this report and it is desired to place this on record for the reason that it establishes the fact that we are able to refute the statement that "There are no slums."

Health conditions among 25 families living in substandard housing

Communicable disease	Number in family	Rooms	Rent	Income	Present source	Tuberculosis: Cases	Tuberculosis: Deaths	Hospitalization cost	Clinic care cost	County welfare: Rent paid	County welfare: Total aid	State relief agencies: Rent paid	State relief agencies: Total aid	Work Projects Administration.—Amount income	Work Projects Administration.—Nursing and housekeeping	Rest Haven care	Year total
Measles, typhoid, tuberculosis	9	5	$14.00	$40.00	State relief agencies.	1		$308	$9.00			$280.00	$1,973.88		$74.08		$2,364.96
Measles, whooping cough, syphilis, tuberculosis.	7	3	12.00	53.00	Catholic Welfare Charities.	3	2	68	54.00	$144.00	$415.90				92.68		630.58
Tuberculosis	5	3	15.00	65.00	Work Projects Administration.	4	2	108	250.00	31.33	111.59			$1,076.40			2,521.99
Whooping cough, measles, tuberculosis, diphtheria, pneumonia.	7	3	10.00	56.00	Private individuals.	1		20	10.00		309.80					$132.00	471.80
Tuberculosis, venereal disease	3	3	15.00	37.50	State relief agencies.	1		818	21.00		4.30	16.50	46.91				920.21
Tuberculosis, cold, impetigo, whooping cough, measles, pneumonia.	9	5	9.00	36.00	Private individuals.	1	1	624	20.00						15.60		659.60
Whooping cough, colds, tuberculosis.	4	4	15.00	63.00	Catholic Welfare Charities.	1		(1)	6.00	105.00	769.07	55.50	379.30			198.00	1,357.37
Measles, colds	11	5	22.00	83.00	do				6.50	164.00	828.68						835.18
Tuberculosis, venereal disease	4	2	15.00	60.00		1		1,228	133.00			14.30	36.15				1,397.15
Tuberculosis	1	2	11.00	24.00	Catholic Welfare Charities.	2	1	1,424	18.50	45.00	323.11						1,765.61
Do	2	2	10.00	40.00	do	2		1,148	24.00								1,172.00
Do	1	1	6.00	45.00	Private individuals.	1	1	136	3.50								139.50
Cold, whooping cough, syphilis, pneumonia.	8	6	10.00	60.00	do				248.00			135.00	908.13				1,156.13
Whooping cough, measles, G. C	10	5	15.00	92.00	do	1	1	168	(1)								578.69
Whooping cough, colds	11	3	Own	50.00	do	1	1	160	9.00								169.00
Colds, pneumonia	4	2						150	15.00						290.40		455.40
Measles, pneumonia, whooping cough.	10	5	12.00	55.00	Work Projects Administration.							227.00	1,614.05	1,076.40		44.00	2,734.45
Tuberculosis	8	2	25.00			5	2	840		24.83	338.34						1,178.34
Do	3	2	8.00	55.00	Work Projects Administration.	1	1	492	24.00								516.00
Venereal disease	9	5	15.00	115.00	Work Projects Administration; private individuals.				38.40					661.00			699.40

Impetigo, scabies	3	3	10.00	55.00	Work Projects Administration.									290.40			455.40
Impetigo, measles	7	3	13.00	55.00	Catholic Welfare Charities.			148			345.76	194.35	360.70			220.00	1,074.46
Measles, pneumonia, whooping cough, colds.	9	5	14.00	75.00	Private individuals.						40.00					44.00	84.00
Pneumonia, tuberculosis contacts.	4	3	10.00	44.00	do			56	6.00			52.87	210.78			44.00	316.78
Measles, tuberculosis	4	3	20.00	48.00	State relief agencies.	1	1		12.00			30.40	60.29				72.29
Total	146	85	306.00	1,306.50		26	12	8,902	907.90	514.16	3,486.55	1,005.92	5,590.19	3,474.80	485.93	682.00	23,941.06
Per family	5.84	3.04	12.24	52.11				523	47.78		348.65		621.13	868.70	97.19	113.66	
25-family average								356	36.32		139.46		22.36	139.00	19.43	27.20	

[1] 1 year.
Tax money spent on 25 families in 1 year, $23,941.06.
Per year per family $957.64.

Source: Department of public health, city of San Diego, survey, March, 1940.

Summary of survey

Total number of families	25
Total number of people	146
Average number of rooms per family	3.04
Total rent paid	$306.00
Average rent paid per family	$12.24
Average rent per room	$3.60
Total income	$1,306.50

DISEASE

Tuberculosis (26 cases; 12 deaths):	
Cost for hospitalization	$8,902.00
Average per family	523.00
25-family average	356.00
Cost of clinic treatment	907.90
Cost per family	36.32

MATERIAL RELIEF

County welfare:	
Total rent paid by county welfare	514.16
Total aid, county welfare	3,486.57
Average per family (10 families receiving aid)	348.65
25-family average	139.46
State relief agencies:	
Total rent paid by State relief agencies	1,005.92
Total aid, State relief agencies	5,590.19
Average per family (9 families receiving aid)	621.13
25-family average	22.36
Work Projects Administration:	
Total income, Work Projects Administration	3,474.80
Average per family (4 families receiving aid)	868.70
25-family average	139.00
Nursing and housekeeping service	485.93
Average per family (5 families receiving service)	97.19
25-family average	19.43
Tuberculosis Society:	
Total care of children, Rest Haven	682.00
Average per family (6 families receiving care)	113.66
25-family average	27.28
County probation office: Ruth Home (1 family receiving care)	411.69
Total cost for medical care and relief	23,941.06

These figures are exclusive of adult offenses against Federal, State, and local laws and ordinances, including misdemeanors or major crime.

COMPLAINTS TO HEALTH OFFICE

The 25 families and their dwellings were well known to the sanitary officers and the division of communicable disease control; complaints on numerous occasions have been received by this office, relative to insanitary or bad housing conditions. These complaints have been made by individuals, welfare and other agencies, and include: Violation of sanitary laws, violation of State housing code, local building code, health and safety code, fire-prevention regulations, reports of communicable disease to the quarantine division, and reports of tuberculosis and venereal diseases.

It should be understood that the 25 families represent only a cross section of this type of people, and it should not be assumed that this number approximates anything near the total number of families that could have been surveyed with similar findings.

COMMUNICABLE DISEASES

The following communicable diseases are listed in our office records as subject to quarantine and isolation: Measles, typhoid fever, whooping cough, tuberculosis, diphtheria, pneumonia, gonorrhea, and syphilis.

In addition to these diseases, the following infections were listed during the survey: Upper respiratory, infections and common colds, ringworm, impetigo, scabies, and some other diseases not communicable.

The following tabulation is submitted for the purpose of comparison between the rates occurring in standard and substandard houses. A total of 1,193 dwellings were surveyed and tabulated as follows:

Rates per thousand dwellings for health problems and juvenile delinquency

	Number of houses in group studied	Infant mortality 1930–37	Tuberculosis reported, 1930–37	Tuberculosis deaths, 1927–37	Visiting nurses, 1935–37	Juvenile delinquency, 1938–39
Poor condition	413	50.8	121.0	87.1	145.2	94.4
Fair condition	466	21.3	57.0	57.8	68.6	51 5
Good condition	314	9.5	16.5	22.3	54.1	12.4
Number of houses in city at large	54,371	11.0	17.0	16.3	33.7	15.5

SUBSTANDARD HOTELS, APARTMENTS

A general survey of hotels, apartments, and lodging units, completed September 1, 1940, by the housing inspectors of the sanitary division, shows the following figures on record in the health department files:

Hotels:	
Standard	158
Substandard	112
Total	270
Apartments:	
Standard	629
Substandard	330
Total	959
Total number of lodging rooms surveyed (including hotel apartments)	11,655
Substandard rooms	888
Estimated number of substandard family dwellings	2,893

Summary of report on auto courts, trailer courts, and population of the same as of January 16, 1941:

Auto courts	52
Trailer courts	11
Combination auto and trailer courts	20
Total	83
Auto court units	1,286
Trailer court spaces	765

Estimated population: Adults, 3,544; children 644 (18.1 percent of population); population per space or unit, 2.39; auto courts, average rent per week per unit, $15.15; trailer courts, average rent per week per space, $2.73.

FIVE NEW TRAILER COURTS

Since these figures were compiled, 5 more trailer courts have been put into service. These 5 courts provide accommodations for 250 trailers; also, there are some additions to the number of auto court units. Several of these auto and trailer courts are in bad condition owing to the wet winter and to their locations. These conditions will be corrected soon.

This report covers the boarding houses of record in this office April 1, 1941. There are many of which we have no record at present; most of these, however, accommodate only three or four people.

The larger houses listed are residences and cannot be made to comply with the requirements of the State Housing Act without heavy expense.

The following figures represent a summary of this report:

Houses listed	58	Total rooms in operation	391
Houses closed	9	Total rooms overcrowded	80
		Population planned for	904
Total	49	Population at present	699

Analysis of this report discloses that overcrowding in most cases is unnecessary, as nearly all of these houses have vacancies.

SURVEY OF WORKERS' HOMES

In July 1940, a survey of approximately 1,500 dwellings in the southeast section of the city of San Diego was completed by the health department. This area may be considered as an industrial-residence section in which workers and wage earners reside. None is wealthy as will be shown in the income and rental chart.

In classifying the type of dwellings we surveyed, three types were first considered: (1) Standard, (2) substandard, (3) dwellings unfit for human habitation, to be condemned.

The investigators had difficulty in classifying a certain type of dwelling; therefore the classification "Optional" was added. By selecting this fourth type, it enabled us to present a complete survey, and statistical data could be broken down and more accurate housing figures in regard to incomes, insanitary conditions, crowding, need of repair, and need of sanitary facilities could be presented.

In other words, the "Optional House" is a dwelling, which with a small amount of expenditure could be rehabilitated for occupany as a standard dwelling providing the size of the family would not exceed the capacity of the house.

Houses surveyed	Families	Rooms
1. Unfit, condemned	39	136
2. Optional	296	996
3. Substandard	412	1,518
4. Standard	1,121	3,121
Total	1,868	5,771

Income and rental data

Type of housing	Income per family employed	Income per family on relief	Income per person	Rent per house	Rent per room	Average number rooms	People per room
Condemned	$50.42		[1] $13.97	$9.66	$2.35	3.1	1.2
Optional	72.86	$47.85	18.91	18.30	4.75	4.46	.92
Substandard	72.15	49.40	19.64	15.10	4.46	3.4	1.2
Standard	91.39	55.87	29.54	23.13	5.27	4.39	1.4

[1] 14 percent unknown.

The survey included the status of the family group, percentage of citizens, adults and children, and the sex of each.

Fourteen percent of the units could not be surveyed on account of vacancy, not at home, or refusal to give information.

Status of family group

Type of housing	Citizens (percent)	Noncitizens (percent)	Men	Women	Boys	Girls	Percent adult	Percent children
Condemned	46	54	36	28	34	38	48	52
Optional	79	21	289	287	222	207	57	43
Substandard	69	31	373	395	391	357	51	49
Standard	75	11	1,045	1,098	505	447	69	31

CONSEQUENCES OF OVERCROWDING

The public officials of the city and county, including the legislative and administrative officers, desire to cooperate with the Federal Government in every respect in establishing as quickly as possible the necessary and adequate housing units for defense workers.

Overcrowding tends to increase the number of upper respiratory infections and increase the number and variety of epidemics; some will be serious. All will

cause a loss of time to the defense worker. It is necessary that the Federal Housing authorities work in harmony with the local authorities in planning and executing standards high enough to insure health and safety.

The Navy housing authorities have cooperated with the local officials to the fullest extent possible. This cannot be said for the defense housing project at Kearney Mesa.

Every attempt on the part of local officials to assist or suggest proper standards suitable to climatic conditions and health and safety standards have been answered by information in regard to what they propose to do, or what has already been done.

[Photographs of the type of installation of sewers, gas and water mains were affixed to this report, and are being held in committee files.]

The type of installation used in sewers, gas and water mains is dangerous, and for every dollar saved in the process of installation many dollars will be spent later for maintenance and repairs. Forty percent of these utilities are installed, and any additional installation of the same type should be stopped immediately, and if and when the city is required to take over streets and maintain and repair the present system, adequate funds should be provided from Federal sources to compensate for installations which do not meet with good engineering practice.

PLUMBING OF TYPE FOR SMALL TOWNS

The plumbing installations in the unit comply with the minimum requirements of the Hoover Code. This installation was planned for rural districts and small towns but never intended as a satisfactory standard for larger cities. Some of the material used will have to be replaced in 10 years or less—at great expense. The San Diego Code could have been followed and the increase in cost would have been negligible, but the material used in this installation would have endured 100 years, and repair would be practically nil.

Master and journeyman plumbers and sanitation experts objected to this installation and protested against it, but the swivel-chair engineers in the Bureau of Standards informed us as to what they had done and what they proposed to do. A copy of the letter from the Bureau of Standards is included in this report.

The following recommendations to Mr. Felt and letter from the Public Buildings Administration are submitted for the record. These, in the opinion of the Director of Health, are the minimum requirements for adequate care of the indigent sick at the time that these units can be completed in 1942 or early in 1943.

CITY OF SAN DIEGO, CALIF.,
June 2, 1941.

MR. WRIGHT L. FELT,
Room 1002, 785 Market Street, San Francisco, Calif.

DEAR MR. FELT: You are informed that I have recently made a survey with Dr. Harrison, Dr. Brown, and Mr. J. A. Harmon, sanitary engineer, State board of health.

1. There are approximately 5,500 feet of wood-stave pipe line crossing the Sorrento flume; this wood-stave pipe line is in bad repair. Through this pipe line, water is conveyed to Camp Callan. Sewage effluent discharged from the treatment plant from Camp Callan flows down this flume and at times this pipe line is submerged in water and effluent originating from the camp. This should be replaced immediately at an elevation higher than the present level and realined so that there will be no chance of flood waters and effluent reaching its level.

2. There is immediate need of a contagious-disease hospital. The present ward was sufficient to take care of San Diego's need before the influx of industrial workers and also the families of Army and Navy enlisted personnel. The present contagious-disease ward is located within the general hospital. It is now deemed advisable to build a hospital with at least 100 beds for general contagious diseases and 30 beds for the care and treatment of venereal-disease patients, making a total of 130 beds.

3. An out-patient clinic should be established at the county hospital to take care of the additional number of patients being cared for in this clinic. An average case load of 200 per day is now being handled and the space and facilities are entirely inadequate. This demand has been caused by the rapid increase in population that must be taken care of.

4. It is estimated that an additional 135 beds will be necessary to take care of an estimated population increase of 100,000 persons who will come to San Diego by January 1, 1942. I have been assured by members of the board of supervisors that, if necessary, 5 percent of the cost of this building would be assumed by the county of San Diego.

5. Tuberculosis: During the first 5 months of 1941, there have been reported to the city health department 87 cases of tuberculosis; for the same period of 1940 only 66 cases were reported. In order to admit more needy cases, it is necessary to discharge certain patients from the tuberculosis hospital before they are ready to leave; this will result in recurrence of the disease and relapses and will increase the future problem of tuberculosis by causing additional spread of the disease.

A brief report is submitted for May 1940–41 showing the increase of activities at the tuberculosis hospital. There are adequate facilities for the care of women and children but the immediate care of men patients at the tuberculosis hospital is entirely inadequate. It is my opinion that the immediate construction of a 150-bed unit for men at the present hospital site should be undertaken.

We are beginning to find tuberculous patients in industry and as soon as more careful examinations can be made in the national-defense industry, I am sure that a great many industrial workers will have to be hospitalized. The construction of a tuberculosis ward for men should receive priority over many other activities that are being requested.

Yours very truly,

ALEX M. LESEM, *Director.*

SAN DIEGO, CALIF., DEFENSE HOUSING,
FEDERAL WORKS AGENCY,
PUBLIC BUILDINGS ADMINISTRATION,
Washington, April 9, 1941.

Dr. ALEX M. LESEM,
Director of Public Health, San Diego, Calif.

MY DEAR DR. LESEM: This is with further reference to your telegrams addressed to the President of the United States, Hon. Hiram Johnson, Hon. Ed. V. Izac, and others urging observance of the local plumbing code in the construction of the defense housing project at San Diego, Calif.

It is obvious that an endeavor to comply with the widely varying requirements of local codes throughout the United States would complicate the preparation of drawings and specifications, increase costs, and retard the speed of defense housing work. For this reason it was decided to adopt a single uniform code for all defense housing projects and the Plumbing Manual of the Central Housing Committee, an organization of governmental agencies engaged in housing, construction, and finance, was selected for that purpose.

The Plumbing Code is supported by the following agencies: National Bureau of Standards, Federal Housing Administration, United States Housing Authority, Home Owners' Loan Corporation, Public Buildings Administration, Public Health Service, Office of the Quartermaster General (War), Veterans' Administration, Bureau of Yards and Docks (Navy), and Bureau of Agricultural Chemistry and Engineering (Agriculture).

It should be noted that the Central Housing Committee code was adopted only after due study from the standpoint of efficient plumbing operation and careful consideration of protection of the public health, both of which in the opinion of the engineers of the agencies enumerated are adequately served within the provisions of the Plumbing Manual.

The authority of municipal, county, or State regulation does not extend to Federal property and in view of the foregoing, the requirements of the Plumbing Manual are being followed with respect to all defense housing projects under this jurisdiction.

Very truly yours,

L. A. SIMON,
Acting Commissioner of Public Buildings.

TESTIMONY OF DR. ALEX M. LESEM—Resumed

The CHAIRMAN. Now, suppose you just give us, in your own way, a brief outline of health conditions in relation to the increase in population in this vicinity, Doctor.

Dr. LESEM. Well, we do have some very serious health problems at this particular time, due to the influx of a good many people from various parts of the country. In comparing our communicable-disease incidence in May 1940 and 1941, we find an increase of about 400 percent in the number of actual quarantine cases that we have taken care of.

EPIDEMIC OF INFLUENZA

The CHAIRMAN. And that is the result of what?

Dr. LESEM. Well, the first epidemic that we had was influenza last fall.

The CHAIRMAN. That was quite general throughout the country, wasn't it?

Dr. LESEM. It began here. It probably had its inception in Hawaii. California was one of the first States to experience it, and while it was not a serious epidemic, yet from the standpoint of national defense it was, because at times out of 14,000 employees at Consolidated, 8 or 9 percent were away from work over a period of a week or 10 days.

Following that came an epidemic of German measles, and since then we have had chicken pox and mumps, and some of the minor things; nothing serious. We could anticipate such things, with the congregation of young military men, as meningitis, and we could even expect an infantile paralysis epidemic this summer.

The CHAIRMAN. What about venereal diseases? Are they on the increase?

Dr. LESEM. As to venereal diseases, owing to the program that we have had here for a great many years, which we started back in 1918, and on which we have never let down the bars, we have always taken care of the load. Our clinical load is not increasing, but I would say we are getting more of the cases into private physicians' offices. At this time our attendance at the venereal clinic is about 1,000 patients, and it is more or less constant. That is about what we have had for some time, with no sharp tendency upward.

MEDICAL FACILITIES

The CHAIRMAN. Now, there has been a tremendous increase in population in San Diego County, as a result of this national-defense program, hasn't there?

Dr. LESEM. That is right.

The CHAIRMAN. And the people come from all over the United States?

Dr. LESEM. Yes.

The CHAIRMAN. Now, many of these people who come in are without positions. How are they taken care of? If they are taken sick, where do they go? How are they attended to?

Dr. LESEM. Well, it depends a good deal on whether they come within the province of the health department.

I could give you an instance here and there, and particularly as to one family that came from the Ohio River Valley and another from Vermont. I cite these two cases because when citations are made they are usually from Oklahoma and Texas. But we do have people from other States, and that is the reason I want to bring the two cases before you.

The one man, with a family of four children, lived in a trailer. They originally came from Vermont. They had lived 4 years in a trailer, and had one child 9 months old. They had scarlet fever, and, of course, that is a major disease and quite serious. We went to these people in the trailer and we removed the children to the hospital, to the contagious-disease ward.

The other family was brought out here at the recommendation of the man's brother-in-law, and it was a family of six children. It was suggested to the man that he come out alone and get work in the aircraft industry, but instead of coming alone, he brought the wife and six children. There was no accommodation for them out here, so they lived in a chicken coop. We had in that particular neighborhood two families living in chicken coops. Now, when there is a major disease among families such as that, we take them to a hospital. If it is a minor disease—something like mumps or chickenpox—we don't take them into the hospital. In fact, we wouldn't have the hospital facilities to take care of them.

LITTLE FREE TREATMENT

The CHAIRMAN. Do such cases get any treatment at all?

Dr. LESEM. No; I don't think they would, unless they could pay for it. There is very little of it given.

The CHAIRMAN. They would have to get along in the chicken coop the best way they could?

Dr. LESEM. The best they could. There is no provision for that type of case. On the other hand, if it is a dangerous disease, they are taken to the hospital.

The CHAIRMAN. That is a self-protective measure?

Dr. LESEM. That is right. When people have, for instance, German measles, if we can keep them isolated, there is very seldom any complication. Nurses go in occasionally to inspect them, and if there are complications, why, we will take them to the hospital.

HOSPITALS OVERTAXED

The CHAIRMAN. What about your hospital facilities to take care of your increased load?

Dr. LESEM. We just don't have them. Our hospital facilities are overtaxed now, and if anything of a serious nature were to come up, we would have to do as we did in 1918, in that influenza epidemic. At that time we took over a warehouse that was a part of a brewery, and a school building, to house the influenza patients. That would be the thing we would have to do if it happened tomorrow, if something broke out of a serious nature. We would not have suitable facilities to take care of the patients.

The CHAIRMAN. Have you in mind, Doctor, any sort of program for hospitals that you yourself feel would be necessary?

NEED CONTAGIOUS-DISEASE HOSPITAL

Dr. LESEM. Well, I have this opinion, and it is concurred in by many of the representative medical men here: We do need immediately a new contagious-disease hospital. The present ward is very small and located in the general hospital.

We need, in addition—and this is the request of the United States Public Health Service—30 beds for the treatment of acute venereal diseases in infectious stages, when they are dangerous through ordinary contact other than through venereal channels.

INCREASE IN TUBERCULOSIS

Then we are getting an increase in tuberculosis cases. Many of the workers who are coming here haven't had medical attention, and we are finding more of those cases. As an example, I can cite one man whom we had to remove from a boarding house where there were 30 other young men. That is the type we are getting at. If we had the facilities, industrial medicine or personnel, to do some case finding, we would find a good many more than are being reported right now. We do need at this particular time, to complete the program which we started to carry out some time ago, a tuberculosis hospital with 150 beds for men. We have adequate facilities for women and children at the San Diego County Hospital. For the treatment of tuberculosis only we have not nearly enough provided for men. They are overcrowded and not able to keep tuberculosis patients in that hospital long enough, and we have to send them out because we need the beds for sicker people, and the result is they have relapses and are brought back.

The CHAIRMAN. To fit the needs here you would require quite an extensive financial program, wouldn't you, for the necessary hospitalization?

COUNTY HOSPITAL FULL

Dr. LESEM. Yes; we would. In addition to that, at the present time there isn't a bed available in the surgical and medical wards in our county hospital.

The CHAIRMAN. They are full?

Dr. LESEM. They are full. We do have some empty beds for obstetrical cases and in the contagious-disease ward at the present time, because our major contagion is running very light at this time, and it isn't our policy to hospitalize the minor communicable diseases.

The CHAIRMAN. In just the one project I looked at yesterday, the Kearney Mesa, they tell me there will be 10,000 people.

Dr. LESEM. That is right.

The CHAIRMAN. Where would they go if they were to get sick?

Dr. LESEM. If we have the increased facilities, centrally located, in the county hospital, which is across the valley, they can be taken care of.

FIRE, ACCIDENT HAZARD

The CHAIRMAN. But the way the situation is now, what would happen?

Dr. LESEM. I don't know. There is no place for them, and there aren't sufficient private hospital beds to take care of any emergency, even if they could pay for it.

I have been wondering what we would do if there was a bad accident somewhere in one of these factories and a number of people got hurt, say, as a result of an explosion or a fire. I don't know where we would take those people. There is no place for them.

The CHAIRMAN. Then there is a real health hazard?

Dr. LESEM. There is a health hazard and there is the hazard of getting proper medical care. Our particular work in the health department is one of prevention. We have recommended in the Kearney Mesa project a child-welfare center, where we can take care of the babies—and there are plenty of them out there, lots of them. The women who move in there have little children, and in nearly every house there is one or more. There is another need for guidance in regard to feeding, and they also need immunization against the communicable diseases.

Now, we are willing to take care of hygiene and see that the expectant mothers have proper medical care in case of delivery, but the question of medical treatment should be handled elsewhere, and not in the housing project.

SANITATION

The CHAIRMAN. What about sanitation throughout this territory? At the Kearney Mesa project, for example?

Dr. LESEM. Well, the people of San Diego, I think, have met that emergency. They voted a lot of money for bonds to take care of sewage disposal, which will be a 2-year program. We do not expect anything disastrous to happen in that respect, because we are on our way with the construction of what is needed.

The CHAIRMAN. Doctor, do you know that in the city of Washington, the capital of the United States, there are over 6,000 outside privies, not connected with any sewers? Did you know that?

Dr. LESEM. That is what Dr. Lukin told me one time, and he was very much surprised that we didn't have any.

The CHAIRMAN. So I guess we haven't much business coming out here from Washington and telling you about sanitation.

Dr. LESEM. Well, I don't like Lukin's privies. And he is from Washington.

SANITATION AT TRAILER CAMPS

Miss BAUER. How do you manage to control the trailer camps' Doctor?

Dr. LESEM. The influx has been so rapid, with no available places for these people to go, that we haven't been able to exercise much control, unless we were just to push them out and put them in the street.

We have submitted to Mr. Cooper a trailer ordinance. If the city council will pass that, we can control the trailer camps that do not meet the required standards. And we do have some means of enforcing certain measures of the State Housing Act. The only weakness in that is that there have been no available homes for these people to go to, and we have had to let them live in substandard houses.

SUBSTANDARD HOUSES IN SAN DIEGO

Miss Bauer. I notice that you included in your statement various material on housing surveys. Could you make an estimate, an overall estimate, on the number of substandard houses that you think are occupied right now in San Diego?

Dr. Lesem. Well, including substandard hotels and apartments and dwellings, I think our estimate was a little over 2,800, and if we want to include overcrowding and dangerous conditions, I think it would run over 3,000. That is an approximate figure.

POST-WAR USE FOR DEMOUNTABLES

Miss Bauer. Can you see ahead to a point where any of those new emergency defense houses might, after the emergency is over, be used to rehouse some of the families now living in your bad or substandard houses?

Dr. Lesem. Yes, I do. I think that the demountable construction would be acceptable and also that we could use that material for houses that could be made standard. I doubt very much whether it would be a wise thing to turn material like that over to private individuals—that is, for realty development. I think it should be turned over to a housing authority that would maintain sanitary conditions, and keep the houses in repair. That is the principal objection we have to a lot of these privately rented houses—that they are permitted to run down and get more and more substandard, without the owner exercising his right to keep the house up to a livable standard. That is what makes for slums. You know, we have a certain group of people whose normal mental condition doesn't demand a very high living standard, unless there is somebody who can exercise control over them. Those people should have certain standards set up which they are required to meet, or you are going to have them slump back into their old habits. Any kind of house you build for them will drift back into a slum house, unless you exercise control.

FARM SECURITY ADMINISTRATION SANITATION MEASURES

It seems to me there should be some constituted authority responsible for the maintenance of sanitary conditions.

Now, the Farm Security Administration is doing a fine job with the sanitation of their trailer camps. We think that the trailer camp is about the lowest standard of living that a family should go to; not necessarily from the sanitary standpoint, but from the possibility of educating the children or the home life—that that is just simply impossible. But the Farm Security Administration has a crew of men that are doing a fine job, so that we know that we are not going to have so many difficulties as to communicable diseases and other things, because the garbage and rubbish question will be taken care of. They are on the job. But I think that should be merely a temporary expedient.

RESIDENTS AT DISADVANTAGE?

Miss BAUER. Now, the new defense housing is available only to defense workers, as I understand it. Would that mean, do you think, that in the event that you have a serious shortage for some time ahead in getting houses, some of your own native San Diegoans may get the worst of it actually, if defense workers only are eligible for these housing projects? And as you go on, might it not be true that you actually have some worse conditions among your lower-income people here?

Dr. LESEM. I think the defense housing is not relieving us of the condition of the family which, through illness or low mentality, is required to live in a substandard dwelling.

For instance, we selected 25 families that were known to us, and we found those were costing us for medical care and material relief on the average about $1,000 per family per year. Now, if we could give them better surroundings and prevent overcrowding, we could cut down a lot of the respiratory diseases, because in this group there were 25 cases of tuberculosis, with 12 deaths. If we let them run on, they eliminate themselves eventually, but you have some children in these groups that should be taken care of.

NO METHOD OF SLUM REMOVAL

That is a very serious point you bring up, because we have no means of clearing these people out of their present substandard dwellings. Something should be done about it. However, after all, it isn't really the slum house itself that is our problem. It is the slummer who lives in the slum house, because he is the spreader of the disease, and the house is not. That is the way we look at it from a health standpoint. We hear much about diseases in houses, but it is not in the house itself, it is the disease in people. If you got those people under supervision and get them out of their hovels into a better standard of living, you are going to cut down your disease. I guess I am talking too much.

The CHAIRMAN. Not a bit. In other words, the disease comes from the individual, and the house itself would not offer any problem if it weren't for the individual?

Dr. LESEM. That is right. That has reference only to the upper respiratory diseases. When you come to typhoid fever and the gastrointestinal diseases, that means poor community hygiene. That is, poor sewerage and bad water. We do not have that in San Diego, because we have our rubbish, garbage, and waste disposal, and the city takes care of that.

FEDERAL FUNDS SOUGHT

The CHAIRMAN. The hospital situation appears critical to me, Doctor, as described by you. What is being done about it? Are there any requests being made to the Federal Government, Doctor, for increased hospital facilities?

Dr. LESEM. Yes; through Dr. Harrison and Dr. Creel of the Public Health Service and through Mr. Felt, we have requested a participation in this new appropriation of $150,000,000 for that purpose. In our last report, as given to you, we have asked only for the free beds, and our minimum estimate was that we needed 135 additional beds for the general hospital.

The CHAIRMAN. The trouble with that $150,000,000, as I stated this morning, is that with requests coming in from all over the United States, I don't think it is going to last very long. I think that this committee's report to Congress in August will be very helpful in pointing out the necessity for increasing the appropriation for hospital needs, because that is national defense if anything ever was national defense.

FREE HOSPITALS NECESSARY

Dr. LESEM. That is right. If we don't have health in these civilians, we can't have health in the Army.

Now, nearly everybody is employed today, and the need for the free hospital beds then goes down. The minute you get a slack period, however, there is a need for it, and the need for free hospital beds goes up.

If you can build—I don't say you—but if the Government can assist us in building these facilities, you will find when they are completed that they are going to be very necessary. If we have a serious epidemic right now, that is going to slow up your airplane industry, because wherever you have a large crowd, in a factory or in any place of business where people congregate, that is where your increase in epidemics occurs.

Then, too, these people who come from other States bring that in. For instance, we hadn't had a German measles epidemic for 10 years, not until the workers came in, and then the thing popped up. It is brought in from elsewhere.

The need for additional hospital beds, as I have mentioned, is very acute. I may say that I went through the influenza epidemic of the last war as a young man, and it made an old man out of me. I would hate to see anything hit us that would equal that. The conditions were appalling, and with the poor hospital facilities we had to cope with in those days, people did not get adequate care.

The CHAIRMAN. Doctor, you have given us a very splendid contribution here, and I know it will be particularly helpful to us when we get back in Washington. Thank you.

Mr. Rainwater.

TESTIMONY OF JULIUS H. RAINWATER, DIRECTOR OF PUBLIC WELFARE, SAN DIEGO COUNTY, CALIF.

The CHAIRMAN. Give your full name, please, Mr. Rainwater.

Mr. RAINWATER. Julius H. Rainwater.

The CHAIRMAN. And what is your official position?

Mr. RAINWATER. Director of Public Welfare, San Diego County.

The CHAIRMAN. How long have you been director?

Mr. RAINWATER. In this particular connection?

The CHAIRMAN. Yes.

Mr. RAINWATER. Six years.

The CHAIRMAN. I suppose you are pretty familiar with the relief record around you here in this territory?

Mr. RAINWATER. Yes; I have been wrestling with it exclusively.

The CHAIRMAN. You filed a statement here about it, didn't you?

Mr. RAINWATER. Yes; I have filed a statement here.

STATEMENT BY JULIUS H. RAINWATER, DIRECTOR OF PUBLIC WELFARE, SAN DIEGO COUNTY, CALIF.

Relief as It Is Affected by National Defense Migration

The grand total of cases in all public-relief agencies has shown a gradual decline since about September 1939, as will be noted from the exhibit appended hereto and showing the number of active cases in each form of aid at the close of each month. In September 1939 the total was 19,281 cases, for April 1941 this number had declined to 12,982, or a decrease of 6,299 cases. It would be an error to assume that this figure represents the number of persons formerly on relief who have secured employment for this number is evidently a much greater item. Categories of aid, namely old-age assistance, aid to needy children, and aid to needy blind are little, if any, affected by the upswing of employment. The unemployable category, therefore, has shown an increase from September 1939 to the present as follows:

	September 1939	April 1941
Old-age assistance	6,573	7,836
Blind aid	240	280
Aid to needy children	632	681
Total	7,445	8,797

An increase in unemployable categories of 1,352 cases. It would indicate that the number of families formerly on relief but now self-supporting, must be not less than 7,651. This decrease has taken place by reductions from the rolls of:

	September 1939	April 1941
Work Projects Administration	6,890	2,147
State relief administration	3,264	586
Indigent aid	1,682	1,452
Total	11,836	4,185

FEWER NEEDY-CHILDREN CASES

Notwithstanding the net increase in cases of aid to needy children as above cited there is at the present time a decline in the number of cases in this form of aid. The number of families increased from 632 in September 1939 to 776 in August 1940 and since that time has declined to the present figure of 681. A study of the cases involved indicates that what most frequently happens is that one or more children of a needy-children family become 18 years of age and being ineligible for further children's aid secure some training from the San Diego vocational schools and find a job in defense or other industry sufficient to support the family. The same is undoubtedly true of the county indigent aid except that the decline from 1,682 in September 1939 has been continuous to the present low of 1,452 cases as of April 30, 1941.

CASES OF SELF-SUPPORT

Although the county welfare department has dealt primarily with unemployable people, the largest single reason for closing cases from September 1939 to the present time has been self-supporting. The number of cases of indigent relief closed by reason of self-support by months has been—

October 1939	100	August 1940	42
November 1939	90	September 1940	49
December 1939	46	October 1940	45
January 1940	39	November 1940	39
February 1940	54	December 1940	38
March 1940	50	January 1941	62
April 1940	78	February 1941	45
May 1940	31	March 1941	65
June 1940	39	April 1941	59
July 1940	60		

It would seem evident that the increase in employment opportunity in San Diego is largely responsible for the decrease in the general relief load and that the increase since September 1939 in old-age assistance, blind aid, and aid to needy children has been brought about by liberalization of the corresponding relief laws.

EFFECTS OF RECENT MIGRATION

There has undoubtedly been a tremendous increase in San Diego's population due to migration from other places seeking employment in defense industries. The new residents, however, represent a very small portion of the general relief load because of residence restrictions which are as follows:

Old-age assistance	5 years.
Blind aid	5 years.
Aid to needy children	1 year.
State relief agency	Formerly 1 year; now 3 years.
Indigent aid	3 years independent residence.

The exceptions to the foregoing residence restrictions are that those who are in emergent need may be given county indigent or State relief agency assistance during the period of verification of their residence elsewhere and the securing of authorization for their return. We have no reliable figures as to the number of recent immigrants who have become in need except from the result of a study of applications for emergency aid made at the county department of public welfare under date of February 19, 1941, copy of which is attached hereto. In this exhibit it will be noted that the total number of interstate applicants was as follows:

1938	349
1939	278
1940	367

Of the 367 applications made during 1940 the county welfare department opened 108 cases for emergency aid and the report referred to gives an analysis of these 108 cases showing that they were mostly single persons or small families; that the age of the breadwinner of the families was in most cases of employable age. The occupations were varied, most of those in need either had no trade or were skilled at occupations for which there is little demand in San Diego; that Texas and not Oklahoma or Arkansas was the principal source from which the migrants came, while Missouri and Arizona tie for second place; that the most frequently given reason for coming to California was to look for work.

A family without means on coming to San Diego expecting to find a job and being unable to do so, may, if employable, turn to the State relief agency for emergency aid and State legal residence, or if the head of the family is unemployable or otherwise ineligible to State relief agency aid the application is made to the county department of public welfare.

It has been frequently asked what proportion of unsuccessful job seekers actually stay in San Diego. The volume of migrants and the comparative small number of applicants for relief lead me to believe that those unable to secure employment here move on, hoping for better luck elsewhere.

EFFECT OF HOUSING SHORTAGE ON WELFARE CLIENTS

The shortage of housing accommodations in San Diego during the last year or so has resulted in a number of cases in the inability of persons on relief to find living accommodations within the rent budget provided by the welfare department. Prior to January 1, 1941, the board of public welfare made no provision for the payment of rent above the established rent budget which is as follows:

Rent budget:		Rent budget—Continued.	
Man	$10.00	5 in family	$24.00
Woman	12.50	6 in family	25.00
2 in family	15.00	7 in family	25.00
3 in family	16.50	8 in family	25.00
4 in family	20.00		

With the beginning of 1941 the board found it necessary to authorize the welfare department to exceed the rent budget wherever necessary and to maintain an account of the number of families so aided and the amount of the excess rental it was necessary to pay. During the first 5 months of 1941 there have

been 68 cases of aid to needy children in which excess rent allowances have been made. This represents 10 percent of the case load. There were 87 instances in which excess rent was allowed in county indigent aid. This is 6 percent of the total number of cases receiving indigent aid. In both types of aid it is to be noted that the lowest usual amounts paid in excess of the budget ran from $1 to $3 with occasional excess of from $4 to $5 per month.

It is a general tendency for families receiving children's aid to live in better quarters than those receiving indigent aid. Our experience has been that a larger percentage of these families have had increases and that the average increase has been a greater amount. This, plus other observations of the rent situation leads to the conclusion that the greatest increase in rentals due to housing shortage have occurred in the range of medium and better class houses, and that houses occupied by families on relief have for the most part been of such quality as not to be in demand by self-supporting families.

Attached hereto are copies of (1) summary of nonresidents survey of indigent intake families of February 1941; (2) statistical report of the San Diego County Department of Public Welfare of April 1941; and (3) statement of case load of major relief agencies in San Diego for the years 1939, 1940, and 1941.

PUBLIC ASSISTANCE PROBLEMS

The problem of medical or hospital care seems to be the one most frequently met with among those related to the relief field. The demand on our county hospital for care of nonresident cases has caused the hospital admissions committee to relax its residence rules as a matter of public necessity although it is well known that the facilities of the county hospital are not fully adequate to meet the increased demands being made upon it.

Private agencies in San Diego in practically all fields are being faced with demands that are beyond the capacity of their facilities. Notable among these are the Army and Navy Young Men's Christian Association, the city Young Men's Christian Association, the Travelers Aid, the Young Women's Christian Association, the Catholic Welfare Bureau, and the Salvation Army. Among these organizations the Travelers Aid Society is in process of being reorganized and expanded to meet its new responsibilities. The Young Women's Christian Association has been attempting to meet an acute problem growing out of a large number of single women coming to San Diego seeking employment and has had great difficulty in securing adequate reasonably priced housing. Other private social agencies report an increase in demand made upon them but the capacity of smaller agencies in comparison with the large movement of population is so limited that such a demand represents only a symptom of the situation and does not point the way to any hope of adequate handling through expansion of these facilities.

Summary of Nonresident Survey, February 19, 1941

Size of families

Number of persons		Number of persons	
45 families	1	5 families	5
21 families	2	9 families	6
13 families	3	2 families	7
13 families	4	2 families	8

Total men	62
Total women	86
Total children	139
Families with no children	50
Families with children	60
Average number of children	2. 31

Ages of men

	Number of men
23 to 35 years of age	29
35 to 45 years of age	13
45 to 55 years of age	4
55 to 65 years of age	6
Over 65	10

Occupation

None	18	Department store	1
Odd jobs	17	Iron worker	1
Domestic	12	Nursing	1
Farmer	5	Sugar refining	1
Truck driver	4	Dish washer	1
Painters	4	Beauty operator	1
Cook	3	Chemist	1
Waitress	3	Artist	1
Unable to work	3	Carpenter	1
Ranching	3	Service man	1
Laundry	2	Baker	1
Machinist	2	Malted-milk stand	1
Dairy hand	2	Stenographer	1
Construction work	2	Card dealer	1
Fruit picker	2	Hotel work	1
Salesman	2	Beautician	1
Clerk	2	Grocery clerk	1
Engineer	1	Work Projects Administration	1
Cannery work	1	Family service	1
Railway	1		
Factory work	1	Total	110
Matron	1		

Legal residence

Alabama	1	New Mexico	5
Arizona	8	New York	4
Arkansas	5	North Carolina	2
Colorado	5	Ohio	4
Connecticut	2	Oklahoma	6
Florida	1	Oregon	5
Idaho	1	Pennsylvania	2
Illinois	4	Rhode Island	1
Indiana	1	South Dakota	1
Iowa	4	Tennessee	2
Kansas	4	Texas	11
Louisiana	3	Utah	1
Massachusetts	2	Virginia	1
Michigan	4	Washington	2
Minnesota	1	Wisconsin	1
Missouri	8	Canada	1
Montana	2	Hawaii	2
Nebraska	1		
New Hampshire	1	Total	110
New Jersey	1		

Reason for leaving

To look for work	26	Married to Navy man	1
To be with relatives	21	To raise chickens	1
Health	9	To escape old associates	1
No apparent reason	9	For financial support	1
Climate	5	For an illegal operation	1
Spouse deserted	4	Spouse deserted in Navy	1
To make home here	4	To escape "persecution"	1
Promise of work	3	Took wrong road	1
Free transportation	3	Assist son	1
Arranged by relatives	3	Leave place of spouse's death	1
Marital difficulties	3	Parents unable to support	1
To escape responsibilities	2	To be with friends	1
To visit friends	2	Sent back by spouse	1
Request of spouse	2		
Brought by relatives	1	Total	110

Nonresident survey, Jan. 29, 1941

Year	Interstate			County		
	Interviewed	Opened	Returned legal residence	Interviewed	Opened	Returned legal residence
Jan. 1, 1938, to Jan. 1, 1939	349	101	37	94	41	23
Jan. 1, 1939, to Jan. 1, 1940	278	90	35	82	31	12
Jan. 1, 1940, to Jan. 1, 1941	367	108		116	29	[1] 32

Month	Interstate		County		Returned to legal residence; interstate and county
	Interviewed	Opened	Interviewed	Opened	
January	22	8	7	3	1
February	32	13	7	2	2
March	34	8	19	1	5
April	20	10	7	2	1
May	44	19	9	3	6
June	30	12	7	1	1
July	40	6	8	1	2
August	41	10	12	1	4
September	26	5	12	3	4
October	29	4	8	4	2
November	20	3	11	5	1
December	29	10	9	3	3
Total	367	108	116	29	32

[1] State and county.

Summary

State	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct	Nov.	Dec.	Total
Arizona	2	4	4		3	3	5	1	4		1	4	31
Arkansas		1	6		4	3	3	1	1	1	3	2	25
Colorado	1	3	1	1				1	1		2		10
Connecticut	1						1					1	3
Florida				1	2		3	1				1	8
Georgia				1								1	2
Idaho					2								2
Illinois	1				1		4	5	1			2	14
Indiana	1			1			1						3
Iowa	1				1		4		2	1		1	10
Kansas			1	1	2	2				4		2	12
Louisiana			1		1								2
Maine								1					1
Massachusetts	1	1	1		1	1	1						6
Michigan			1				2	2					5
Minnesota			1							1		1	3
Mississippi	1				1			1		1			4
Missouri	1	1	2	1	2	2	2	5	2	3	3		24
Montana		1		1	1	1	2		1	1			8
Nebraska	1	1	1		1								4
Nevada										1		1	2
New Hampshire		1			1	1							3
New Jersey		1						1		1			3
New Mexico	1	2	1		2	4	1	1				1	13
New York	1	2		1	1	2	1	1	1	2	1		13
North Carolina					1			1	1				3
North Dakota									1	1	1	1	4
Ohio		1		1	2		1		1	4			10
Oklahoma	1	1			3	3	3	5	2		1	1	20
Oregon	1	1					1	2			1	3	9
Pennsylvania	1	1		1					1	2	1		7
Rhode Island				1	1								2
South Dakota	1	1							2	1			5
Tennessee						1	1				1		3
Texas	5	6	6	4	5	3	3	7	1	1	1	4	46
Utah		1										1	2
Virginia			1								1		2
Washington		1		4	1	2			2			1	11
Washington, D. C.						1							1
Wisconsin			2	1	3	1		1		2		1	11
Wyoming			1		1			1					3
Canada							1	1	1				3
Hawaii		1	1					1					3
Mexico					1						1		2
Homeless			3					1	1	2	2		9
Total	22	32	34	20	44	30	40	41	26	29	20	29	367

Grand total, 367.

San Diego County case load, January 1939 to April 1941, inclusive

Month	Indigent	Old age security	Blind	State old age	Total	State relief agencies	Work Projects Administration	Grand total
1939								
January	1,740	6,130	190	569	8,629	2,332	6,306	17,267
February	1,713	6,196	190	580	8,679	2,754	6,963	18,396
March	1,728	6,268	201	589	8,786	2,577	6,842	18,205
April	1,701	6,318	211	609	8,839	2,640	6,851	18,330
May	1,722	6,372	211	626	8,931	2,356	6,798	18,085
June	1,707	6,393	214	629	8,943	2,348	5,867	17,158
July	1,675	6,452	226	631	8,984	2,492	5,547	17,023
August	1,670	6,509	234	628	9,041	2,504	4,321	15,866
September	1,682	6,573	240	632	9,127	3,264	6,890	19,281
October	1,654	6,568	246	634	9,102	3,724	4,050	16,876
November	1,671	6,623	245	646	9,185	3,391	4,402	16,978
December	1,622	6,672	246	656	9,196	3,319	4,281	16,796
1940								
January	1,649	6,715	252	666	9,282	3,520	4,548	17,350
February	1,636	6,756	256	676	9,324	3,315	4,578	17,217
March	1,640	6,833	255	693	9,421	2,889	4,439	16,749
April	1,665	6,970	254	721	9,610	2,580	4,442	16,632
May	1,672	7,098	258	741	9,769	2,254	4,329	16,352
June	1,668	7,160	259	747	9,834	2,145	3,760	15,739
July	1,637	7,270	267	765	9,939	1,969	4,398	16,306
August	1,610	7,375	269	776	10,030	1,374	4,122	15,526
September	1,580	7,502	272	762	10,116	1,240	4,071	15,427
October	1,559	7,581	274	744	10,158	957	4,035	15,150
November	1,555	7,658	279	739	10,231	790	3,943	14,964
December	1,551	7,695	275	731	10,252	618	3,514	14,384
1941								
January	1,522	7,735	273	723	10,253	585	3,282	14,120
February	1,506	7,792	274	713	10,285	478	3,074	13,837
March	1,485	7,778	275	683	10,221	568	2,339	13,128
April	1,452	7,836	280	681	10,249	586	2,147	12,982

SAN DIEGO'S DEFENSE MIGRATION PROBLEM, FROM THE STANDPOINT OF THE DEPARTMENT OF PUBLIC WELFARE, JUNE 12, 1941

San Diego's welfare problem can be considered under three headings:

1. San Diego's immediate problem:
   - A. Caring for an expanding population.
     - (1) Housing.
     - (2) Water.
     - (3) Sewage and waste disposal.
     - (4) Health and hospitalization.
     - (5) Preservation of order, traffic, policing, etc.
     - (6) Emergency aid to stranded people.
   - B. Costs of necessary public improvements.
     - (1) Quick adjustment to expanding population demands heavy expenditures.
       - (*a*) Must be done on a high and rising labor and materials market.
     - (2) Local expenditures to meet this adjustment are interfered with by the relief program.
       - (*a*) Additional employment has reduced relief expenditures for employables by Federal and State Governments.
       - (*b*) No reduction in county-welfare expense which handles unemployable categories, and these expand with the population.
       - (*c*) San Diego County's expense, under mandatory relief laws, now equals half its total expenditures and cannot legally be reduced, therefore—
   - C. San Diego needs immediate Federal aid to meet present needs.

2. San Diego's next problem:
   It is generally conceded that defense communities will face great problems when the emergency is over. San Diego's problem will not wait that long.
   A. Employment opportunities will soon cease to expand.
      (1) Camp and factory construction being completed with labor lay-off.
      (2) Necessary housing expansion will also be completed in a few months' time with further labor lay-offs.
      (3) Defense pay rolls will cease to expand and tend to become stabilized.
   B. The flow of population will continue to come in as at present and will meet a decreasing instead of increasing opportunity for employment; therefore, on or before January 1, 1942, we may expect a vast increase in numbers of unemployed in San Diego either of migrants or persons displaced by migrants. San Diego must face this problem not "after the emergency" but in the immediate future.
3. San Diego's ultimate problem of future development after the emergency:
   A. Plans for this eventuality must be carefully worked out but we have time to do it.
      (1) We cannot now foresee when.
      (2) We can only judge future possibilities in general outline.
      (3) These opportunities for future planning for the support of a large population now seem to be—
         (*a*) Expanded naval and defense center due to strategic location.
         (*b*) Aircraft manufacture for large transport ships if demanded.
         (*c*) Port for sea-borne commerce.
         (*d*) Fishing and sea-food packing.
         (*e*) Resort and tourist trade.
         (*f*) Industries dependent upon agriculture which will probably always be last and least.

(The statement below was received subsequent to the hearing, and is included as a part of the record in accordance with instructions from the chairman.)

SUPPLEMENTARY STATEMENT OF JULIUS H. RAINWATER, DIRECTOR OF PUBLIC WELFARE, COUNTY OF SAN DIEGO, CALIF.

JULY 7, 1941.

Supplementing remarks made at the hearing conducted by your honorable body in San Diego on the 12th of June, I respectfully present the following observations concerning the national-defense-migration situation in San Diego.

As stated at that time, San Diego's welfare problem can well be considered under three main headings. The first is the immediate problem of caring for rapidly expanding population. The second, which has been evident to many observers, is the ultimate problem of future development in the community after the emergency is over. The third, which is more immediate than that and which may have escaped notice, consists of the community's problems of adjustments that will have to take place when the defense industry completes its expansion and the population is continuing to flow in. I will discuss them briefly.

THE IMMEDIATE PROBLEM

No stress need be laid upon this phase of the situation at this time for it is by this time evident to all that an expanding population makes demands far beyond the community's resources for such items as housing, water supply, sewage and waste disposal, provisions for health and hospitalization, the preservation of order, traffic control and the like, and emergency aid to stranded people who come to San Diego looking for employment but who are not equipped to do any of the jobs that need to be done.

Much of the cost of caring for a rapidly expanding population demands heavy capital expenditure and under present conditions these additional community facilities must be produced against the increasing cost of a rising labor and materials market. These things would be true in any community but in San Diego's particular position there is another factor that works against the community's large participation in this program.

Local expenditures to meet adjustments necessary to an increasing population are currently interfered with by the necessity for the county government to participate so heavily in the already established relief program. The county's burden for relief has not been perceptibly decreased by the upswing in employment opportunities for the reason that the county welfare department was caring exclusively for unemployables of the various categories. The additional employment, therefore, has reduced the expenditures of the Work Projects Administration, an activity of the Federal Government, and of the State relief administration, an activity of the State government, while the county's burden of caring for the unemployable classifications has continued to expand with the population. While prior to June 30 San Diego County's expense under mandatory relief law equaled one-half its total expenditures, this condition became even worse on July 1 because of the refusal of the California Legislature to make any financial provision for the continuation of the State relief administration. Under the provisions of the welfare and institutions code the county welfare department has had to absorb something over 600 cases of unemployment relief which up to June 30 were cared for by the State relief administration. A quick analysis of these cases reveals the fact that many of them are aliens who cannot be employed in national-defense work.

At a time, therefore, when the community should, and under other conditions would, willingly make tremendous expenditures to meet the national-defense adjustment it finds itself saddled with a very considerable relief burden.

SAN DIEGO'S NEXT PROBLEM

While it is generally conceded that defense communities will face great problems of adjustment "when the emergency is over," it is becoming most evident that San Diego's problem will not wait that long. The rapid expansion of defense-industry pay rolls has brought about a heavy migration to San Diego. Under present programs of expansion plants will be complete and in full operation within the next few months The migration, however, may well be expected to continue and if it does we will very soon have a staggering problem of unemployment relief in the midst of the greatest employment San Diego has ever known.

Camp and factory construction is rapidly being completed and this necessitates a considerable labor lay-off, some of which of course will find employment in other occupations for the present. The necessary housing expansion will not continue indefinitely and the building mechanics engaged in this type of work will face the day, within the next year or so, when the present boom is over.

Defense pay rolls in aircraft and other industries which are at the present rapidly expanding will, upon completion, cease to expand while the flow of population toward San Diego may well be expected to be at its very peak. Therefore, on or before January 1, 1942, you may expect a vast increase in numbers of unemployed in San Diego, either of migrants or of local residents who have been displaced in their employment by migrants.

San Diego as a community will be under the necessity of facing this problem, not "after the emergency" but during the time that the national-defense effort is at its very peak. It is my belief that the community will be depended upon as in the past to do everything it can to meet its local problems but it will do this all the more willingly if there is assurance that the National Government will assist.

There will be need in the immediate future for some plan by which employable persons seeking employment in San Diego may be referred to definite employment opportunities elsewhere. It is not enough for the manpower of this Nation to wander here and there seeking employment when their services are so badly needed somewhere. To clear the employable men, therefore, directly through to the job on which he is needed is not only a service to migrants but a service to the Nation.

SAN DIEGO'S ULTIMATE PROBLEM

Future development after the emergency—this is a problem with which many people are already concerned. This community which has expanded very rapidly in the past on the basis of its attractiveness as a resort, or as a place in which to retire, has suddenly changed face and become an industrial center. Citizens are concerned with what will happen when the basis for this industry suddenly shrinks. While this is a problem that will ultimately have to be met, it is one upon which we can expend the effort of some long-time planning. We cannot now foresee when this contraction will occur and it is possible only to judge future possibilities

in general outline. At this time the major opportunities for future planning for San Diego to support an increased population seem to be—

1. Activities having to do with expansion brought on by the increasing Naval Establishment of the future. This would seem to me to be expected due to San Diego's strategic position, proper facilities and the like.

San Diego's back country, which is less intensively developed in agriculture, may well become a part of any future field of expansion or maneuver in the land military expansion and the same can be said in the field of Air Corps training.

2. The future of air transportation seems to point to the need of large passenger- or freight-carrying aircraft. San Diego's manufacturing facilities can be used in part in this commerce.

3. San Diego has a natural port for sea-borne commerce and as a seaport can, to some extent, be developed.

4. Fishing and sea-food packing is an already well-developed industry but due to location and source of supply could be expanded.

5. San Diego's climate and its location as resort or goal for tourists will always be an attraction and can be promoted so as to give employment to many people.

6. Industries dependent upon agriculture may, to some extent, be increased; but due to the infertile character of the back country land this activity is not likely to be the ground for any future large development.

There are several reasons that lead the writer not to be concerned over what may happen at some indefinite date in the future. The first of these is that 50 years ago San Diego consisted of a very small community facing a shallow bay and backed by a land that was characteristically nonagricultural. Yet in these 50 years a community has doubled its population with each succeeding 10 years' census and people have managed to live. The 1940 census was the first one in half a century which did not double in population over 10 years before and the present increase has but little more than brought us up to an established rate of growth. In actual numbers the growth is, of course, far beyond anything experienced in the past, but the growing pains and the adjustments are those of the immediate present and immediate future and if these are well cared for the ultimate let-down after the emergency will be the more easy to meet.

TESTIMONY OF JULIUS H. RAINWATER—Resumed

The CHAIRMAN. What about the relief record in San Diego? Is relief on the increase or the decrease?

Mr. RAINWATER. During the last year and a half, there has been a marked decrease in the number of persons on relief in employable classifications. However, the unemployable classifications are still on a steady increase. I have given you some figures in the report showing that.

TEXAS LEADS LIST

The CHAIRMAN. There is one thing I notice from your report. Miss Bauer thought this morning that I was wrong when I said that these people who have come out here, who are on relief, were from Texas in a greater number than any other State. According to your report, it is Texas.

Mr. RAINWATER. Well, the number from Texas has passed the number from Oklahoma and Arkansas recently. Oklahoma and Arkansas were first, prior to a year and a half ago. Now, we find Texas high. Those areas where there has been some degree of aircraft development seem to be the ones that are sending in people largely to find employment in the aircraft industry. The thing rather explains itself.

We have checked up and will be able to submit to you some further information. Some of our experience, I think I sent back to you at Washington some time ago, with an analysis of some 108 cases that

were opened for emergency aid. We made a very careful analysis to see where they came from, and what their problem was. Since then I have checked up on a larger scale, and I find in the experience of the State relief administration that they show also the majority of people coming from about the same States. It seems that there is a ratio of something like 70 percent of the people who come here and become stranded, who are employable and looking for work. Then there is the question of the employability of the other 30 percent.

The CHAIRMAN. It was thought, you know, that when we had completed our first study, our inquiry was finished, because this new emergency spending program would take up the slack. But it has really increased the migration among the States, and increased the problems of the local communities.

UNEMPLOYABLES STILL A PROBLEM

Mr. RAINWATER. It has. That is the thing that worries us now. You will probably, at the end of this hearing, be impressed by San Diego's willingness in all branches of government to do all we can. The thing that is getting in the way of that, financially, is the problem of unemployables. In the relief picture, which is financially a very big burden, those forms of aid which deal with employable persons have been carried by the Federal and State governments, and the forms of aid dealing with unemployables have been carried on the basis of local taxation. Now, the unemployables have not decreased. Therefore, the local financial resources are just as heavily taxed, or more heavily so, whereas the branch that has gone down is the employables.

DECLINE IN BUILDING

We have been concerned in comparing notes with the S. R. A. and the W. P. A. in the last day or so, particularly the S. R. A., not as to what may happen at the end of the emergency—everybody seems to think in terms of that—but as to something that is a lot closer to us than that. The wave of construction is very soon to be over. What happens to the building mechanics when that occurs? There is going to be some unemployment.

Then the rapidity with which defense pay rolls have been increased is going to taper off, maybe within the next year or so. Is the number of people who are rushing out here suddenly coming to a stop? We doubt it. We think there is going to be a big wave of unemployment that doesen't belong to us. There is a stream of people coming in steadily. Are they going to find out on the way out here that the pay rolls are full, or will they keep on coming?

The CHAIRMAN. You have a thought there. And after the emergency is over, the influx might be even greater, you say?

Mr. RAINWATER. Our worries are going to really begin in San Diego, I think, at the moment that the defense effort gets fully under way, when the aircraft industry has absorbed all it is going to absorb. Then there will be a very small market for the labor of a great influx of people. Whose burden will that be? That is what we are beginning to worry about.

OLD-AGE ASSISTANCE

The CHAIRMAN. Now, has there been any increase in the old-age assistance and the blind cases?

Mr. RAINWATER. Yes. That shows a steady increase ever since the law began to operate in 1930. However, the increment is decreasing. The curve shows a tendency to level off, and it has always done that. It shows a tendency to level off at about the end of every 2 years, from our investigation, and now there is a distinct leveling off. As you will see from the report, we have had better than 8,000 on the rolls in this county, and it is now 7,800. It is tapering off.

The CHAIRMAN. Now, before the nonresident is qualified for old-age assistance, he has to be here for 5 years, as I understand it?

Mr. RAINWATER. Continuous residence of 1 year and approximately 5 years out of the last 9 years. For the blind it is also 5 years, except cases in which the person went blind in California.

The CHAIRMAN. Suppose a family comes here, the Jones family from Texas, and when they arrive here they are destitute. How could they live?

THIRTY-DAY EMERGENCY AID

Mr. RAINWATER. If the Jones family is employable, they go to the State relief administration. There the emergency can be met while they are verifying their residence.

The CHAIRMAN. That is the 30-day period?

Mr. RAINWATER. That runs for 30 days, yes.

The CHAIRMAN. After the 30 days, what is the procedure? They aren't permitted to starve?

Mr. RAINWATER. They are offered transportation back to their legal residence, and they either accept that or move on to look for aid somewhere else in the State.

The CHAIRMAN. How long would they have to be here before they would qualify?

Mr. RAINWATER. You mean, for unemployment relief?

The CHAIRMAN. Yes.

Mr. RAINWATER. Three years under the present law. For county indigent aid, much the same thing. That deals with unemployable people, and for them the residence requirement is 3 years, without having any aid within the 3 years. But, similarly, we give the emergency aid and transport them back to the State of their legal residence.

The CHAIRMAN. So that the 5 years really applies also to the old-age assistance and the blind?

Mr. RAINWATER. Yes. However, blind people do not tend to move around as rapidly as employable younger people. Also, people beyond the age of 65 show very little tendency to migrate.

LONG RESIDENCE REQUIREMENTS

The CHAIRMAN. What do you think of the practice of the States, in shooting the requirement up to 5 years, and in some instances up to 10 or 15? What is going to become of the migrating public?

Mr. RAINWATER. Statistically, I think you will find that the States that increase the requirement get most of the people, rather than those that keep it down.

The CHAIRMAN. You think that is the rule?

Mr. RAINWATER. Yes. I think raising the residence requirements does not tend to keep them away, because the people coming from other States do not know the requirements. They get here and they get into trouble, and then they find out.

TRANSPORTING OF INDIGENTS

The CHAIRMAN. Now, we have 31 States in the Union which make it a crime to transport an indigent person across a State line. What would happen to anyone who would try to do that in the State of California?

Mr. RAINWATER. I wouldn't want to try it, but I don't know that there have been any prosecutions. It is seldom that that comes to light.

The CHAIRMAN. But we are now going around through the country, and in Washington this year, priding ourselves on how we are getting people to go from one State to another, and pointing out that we could not defend this Nation without such movement.

Mr. RAINWATER. Of course not. The theory and philosophy of that residence requirement is that it will keep persons who are destitute from coming out here, and that is primarily put into the law for publicity purposes, and to avoid a competitive situation between States. It does not mean that the State that has the higher requirement or the county within the State does not give aid. They give it, and they give it for whatever time is necessary. They do work with indigents. They attempt to find out a person's State of legal residence.

The CHAIRMAN. But you can readily see, Mr. Rainwater, that there comes a time when a saturation point is reached.

Mr. RAINWATER. That is true.

The CHAIRMAN. In other words, San Diego County can handle only so great a load, and the same is true of the State of California.

Mr. RAINWATER. Yes.

The CHAIRMAN. Miss Bauer, was there anything else you wanted to bring out?

WHAT IS HAPPENING TO THE NEEDY

Miss BAUER. I just wondered if Mr. Rainwater might give us his ideas as to what is happening to needy people coming to San Diego. Apparently, only one out of five who apply at the doors of Consolidated is accepted. On the other hand, the S. R. A. figures show a decline. Are they just going through town if they can't get a job, or are they managing somehow? Would you have any idea on that?

Mr. RAINWATER. As in most such problems of human society, the State authority is a finite thing. The problem is infinite. The many things that happen are infinite. Many people do go through town, and many go into other employment. That is due to the employment policy of the aircraft companies. The people who come here do not all find aircraft jobs, but the fact that you have a big pay roll in the community means more jobs in other lines of endeavor, so many people find jobs in other forms of business. Many of them do move on to other communities. We are not the only community in which there is an increased need for employees.

The CHAIRMAN. We have made quite a study of this problem. I think you will agree with me that the migration—interstate migration of destitute citizens—is caused by many factors, such as worn-out

soil, and unemployment. No single factor can account for all of it. Is there any single reason you can think of?

Mr. RAINWATER. No, sir; I think not.

The CHAIRMAN. In other words, there comes a time when these people will get up and move, and they are told by the Constitution of the United States that they are not only citizens of Texas, or whatever State you may name, but citizens of the other 47 States as well.

Mr. RAINWATER. Very true.

The CHAIRMAN. So, in these hearings, we have had people like Mayor LaGuardia in New York and the Governors of various States talk to us, and they all seem to agree that it is a national problem. For instance, in New York, they have about 100,000 migrants annually. So they don't all come to California. All through our investigations we have developed that it was a national problem. You simply cannot tell the people to stay home. It is their own country.

Now, there are partial solutions, and one of them is the program of the Farm Security Administration, which is handling a part of the problem by maintaining migrant camps, by loans and grants, and in other ways. They have taken care of about 800,000 families in the last 5 years. Then there is another suggestion—long-term resettlement. Mr. Hoover and Mrs. Roosevelt both agree on that. They think that is one of the solutions. But when you think of the millions and billions that have been spent to protect the traffic in iron and coal and steel and the other products of man passing freely through the States, when you realize that this is the first time that any investigation has been undertaken, or any effort has been made to plan for human interstate commerce, it begins to look like a big problem.

SET-UP FOR MOBILITY

Mr. RAINWATER. It is a problem with which I have been wrestling for about 30 years now. I am not altogether convinced that it is desirable that people should do nothing but stay at home. In the old days, when you had nothing but the horse and buggy and the local parish life, people lived in a very small area. Some people didn't travel more than 10 miles away from home in a lifetime. Now we have highways, and they go from here to everywhere, and for a very small price any person may have an automobile that will take him anywhere. We have set up mechanically the very thing that keeps people moving through the States and it becomes very easy for them to move.

Now, as you say, every person is a citizen of the United States, and he has a right to be in any part of the United States that he wants to go to. We still cling to the thought that if he is in need, the local community shall administer to his needs and shall pay for it, and, therefore, since you touch the local community's pocketbook, the State or the local community tends to set up a residence restriction.

DETERMINATION OF NEED

There is another argument in favor of the residence restriction, however, and that is its function in determining positively whether a person is in need. When a person comes in from the East and says he is in need, how much do you know about him, or where he came

from, or what resources he has? If he has lived in the community a little longer, you can tell that much more accurately.

Your solution of the migratory problem must be brought about by working at both ends of the yardstick, rather than between them. One cannot just sit back and try to get the people to stay home. It seems to me we ought to let the more mobile jobs remain that way. We are housing a lot of the defense workers on wheels. What for? You are not tying people down to the soil very much when you house them in trailers and they sleep in houses on rubber tires. That is in itself a pretty strong suggestion, it seems to me. I think such housing is necessary and that a very good use can be made of those people. In a State the size of California, 1,000 miles long, our agriculture, for instance, is entirely dependent upon a migratory group of agricultural workers, who travel up and down the State. If we make them stay home, we are going to have another problem, because we would thus have a group of people working only a few months out of the year. We would probably have another relief problem there.

UNIFORM SETTLEMENT LAW

The CHAIRMAN. Our records in the hearings are replete with testimony of people who lost their residence in their own State, or the State of origin, and didn't gain it in any other State; and they were people without real citizenship, in a sense, or without a status of any kind or character. Would you recommend a uniform settlement law in the United States?

Mr. RAINWATER. It would be an advantage. Basically, our residence law now is the old English common law, which we have in California, written into section 52 of the Political Code. It is the old English common law, as to residence, that you can't lose one residence until you gain another, and that the residence is where the person is and intends to remain, and so forth; but modifications are made, and in any of our relief laws, unless the definition of the residence is written into the law, the old common law applies.

The CHAIRMAN. But, you see, the Congress of the United States cannot tell any of the individual States what the residence requirements must be. However, if the Federal Government participates in the relief load, it gains at least partial jurisdiction, because the authority follows the dollar, and we can put the strings to it. That is about the only way we can handle it.

INTERCOUNTY SYSTEM

Mr. RAINWATER. That is true. It seems to me we have a good method for handling that right here in California in our intercounty records. The provision there is that if a person is in one county on any of the three categorical aids, and he is not a resident of that county, nor any other county, but is a resident of the State, he becomes an all-State aid case, until he establishes a residence in that or some other county. If you were to apply the same procedure to the Nation, he might become an all-Federal case until he has established residence in some State. After that he becomes a State charge.

The CHAIRMAN. Well, there were 4,000,000 people migrating in the depression, and thousands of them could not establish their residence.

If there should be another broad decline in employment, there would be new millions of such people, without a country, Stateless, foodless, and homeless. Isn't that true?

CATEGORY OF "FLOATERS"

Mr. RAINWATER. Yes; and they would fall within the same social category that we had some 10 or 15 years ago among the hoboes, who merely floated from here to elsewhere. When they got to the old home State it disowned them. Unless there is some way to tie people down and encourage settlement, you are really developing a very large roving population that will never be allowed to settle anywhere. I don't think that is socially good.

The CHAIRMAN. Of course, people on farms, who are good citizens, do not want to leave their homes unless conditions get so bad that they have to go.

Mr. RAINWATER. Right.

The CHAIRMAN. Now, the question is, When they do take to the road, what part should the Federal Government play? It was recommended very strongly to our committee that in proportion to the amount that the States take care of those Stateless people, the Federal Government should help them out.

Mr. RAINWATER. If there could be a uniform settlement law in the States, the Federal Government could carry those who do not have a State residence; that is, until they have established a State residence, and then let the State carry them.

TIME LIMIT ON FEDERAL AID

The CHAIRMAN. But would you recommend that the Federal Government pay that whole load?

Mr. RAINWATER. Until they achieve or until they accomplish a State residence; yes. As we have it now, our old-age aid and children's aid and the blind aid are on that basis between counties. We have many all-State cases, and an all-State case in this county cannot last for longer than a year, because it takes a year to achieve a county residence. So the all-State is carried for that fraction of a year necessary to complete the year of residence in the county. After that the county takes the person over. The county can administer the aid, but the State reimburses it in full where there is no county residence. There is no tendency to drop anybody out of the county because it costs us nothing until after he becomes a resident.

The CHAIRMAN. Does it take a year to become a resident of the county and to get aid?

Mr. RAINWATER. Yes. From one county to another within the State.

The CHAIRMAN. Before he can acquire a new residence in the county of his destination he has to live there a year?

Mr. RAINWATER. In the county of his destination; yes. He may be on aid in one county, and may move around, and whatever county he is in will carry him as an all-State aid case until he establishes 1 year of residence in some one county.

I am just giving you my thought about it, that in achieving some national solution to this thing, if the Federal Government could take the place the State occupies here among the counties, you might have

the beginning of the solution. It would probably take years to accomplish it.

The CHAIRMAN. Did you say you had something additional to offer for the record?

Mr. RAINWATER. Yes; perhaps I can. I just worked this out in outline form.

The CHAIRMAN. Perhaps you would like to give us something on the all-State aid.

Mr. RAINWATER. Every time I talk to either you or Miss Bauer something else crops up that I think should be covered. I have just given an outline, and I would be glad to submit it for the record and expand upon it, if you like.[1]

The CHAIRMAN. Thank you very much. We will be glad to have you do so. You have been very helpful to us, Mr. Rainwater.

Now, I will call Mr. Wayman.

TESTIMONY OF RAYMOND WAYMAN, REPRESENTING CIVIC ORGANIZATIONS IN FALLBROOK, CALIF.

The CHAIRMAN. Mr. Wayman, will you give us your full name, please?

Mr. WAYMAN. Raymond Wayman.

The CHAIRMAN. Where do you live?

Mr. WAYMAN. Fallbrook.

The CHAIRMAN. I understand that while you are not on our schedule here, you would like to discuss a few matters. Your letter will be placed in the record at this point and then you can make your statement.

(The letter referred to is as follows:)

FALLBROOK, CALIF., *June 12, 1941.*

Hon. J. H. TOLAN,
San Diego, Calif.

DEAR SIR: I, Raymond Wayman, represent the civic organizations in the town of Fallbrook, Calif. The town of Fallbrook lies in the northernmost portion of San Diego County, and has a population of approximately 1,500 persons.

In the last few days the United States Navy has purchased a tract of some 8,000 acres which adjoins the town of Fallbrook on the west. The purpose of this project was to immediately establish a large navy ammunition depot.

It is our understanding that Congress has already appropriated some two and one-half million dollars to start this project.

It is the desire of the Fallbrook district to cooperate with the Navy and United States Government in this matter. We have already turned over to the contractors the use of our high-school plant, so that they may not be in any way delayed in starting this defense project. It is of interest to note that these contractors have already taken possession and are on the ground.

To further facilitate national defense our public utilities department, which supplies water to our town, has agreed to furnish water to the contractors, and later to the Navy when the project is completed.

We have every reason to believe that this construction is going to throw an unsurmountable burden on the town of Fallbrook with 2,000 to 4,000 people moving into our town; it will be impossible for us to handle the situation without Federal aid.

In the first place we do not have the proper sewerage to take care of this tremendous additional population.

Secondly, our school facilities are completely inadequate, in view of the coming events.

Thirdly, the road situation in our town is such that to handle the increased traffic, much improvement will be necessary.

[1] See Supplementary Statement, p. 4918.

Lastly, steps should be taken to increase the supply of water available at present.

While it is impossible at this time to make a definite statement as to the actual needs of our district, it is essential that an appropriation be set up to take care of them.

We would suggest that tentative appropriation be set up as follows: Schools, $100,000; sewers, $100,000; roads, $50,000; water department, $100,000.

Assuring you of the desire on the part of our district to cooperate in this very important development, I am,

Very truly yours,

RAYMOND WAYMAN.

Mr. WAYMAN. In a very few minutes I can present to you what we consider a very nasty little problem, one that is very critical to us. I represent a small area, unincorporated, in the northern end of San Diego County, called Fallbrook.

The CHAIRMAN. Whom did you say you represent?

Mr. WAYMAN. I am a member of the chamber of commerce and other civic organizations there.

The CHAIRMAN. I just want to get that for the record.

NAVAL AMMUNITION BUILDING

Mr. WAYMAN. In the last 2 weeks the Navy has purchased an 8,000-acre tract of land and they are going to build a large ammunition building. That will mean that the 1,500 people of Fallbrook are going to be increased by 100 percent, or to about 3,100. Now, we have no sewerage, we have no police protection and we have none of the other facilities that the city of San Diego has. I would like to show you Fallbrook on this map.

The CHAIRMAN. Yes.

Mr. WAYMAN. Here [indicating] is the little town of Fallbrook, approximately 7 blocks by 7 blocks, with a population of about 1,500.

The CHAIRMAN. What is it—a farming community?

Mr. WAYMAN. A little farming community. The Navy bought 8,000 acres from Santa Margarita Ranch.

The CHAIRMAN. How far away from the town?

Mr. WAYMAN. The property line comes along clear down to here [indicating]. We have turned over the high school to the contractors. They already have headquarters, in this high school, so that they will not have any trouble waiting for offices and can get right on with the project.

Mr. WAYMAN. There will be 2,000 to 4,000 men, I understand, for a period of 1 to 2 years constructing this ammunition building. We are already having an influx of all kinds of people.

The CHAIRMAN. Do you have any idea what the personnel will be there after it is constructed?

Mr. WAYMAN. Well, these projects go so rapidly that we don't know. I understand that eventually they will have a civilian population of about 500 people, and a little farther south of the town will be the military barracks. Of course, it is a 1- to 2-year program, but it is causing us a considerable worry.

PROBLEM OF SEWERAGE

The CHAIRMAN. What will be the result of that construction by the Navy? What will be your problem?

Mr. WAYMAN. Our primary problem is going to be sewerage.

The CHAIRMAN. And, of course, you have lots of money in that little town, haven't you, to pay for it?

Mr. WAYMAN. You can appreciate that. As a matter of fact, we have already drawn all the plans for a sewer plant and we have the approval of the county engineer, but we haven't been able to raise the money to finance it. With the influx of the population, we are going to have to increase the appropriation for the sewer district. That is one of our biggest problems.

The CHAIRMAN. Unless you get Federal aid?

Mr. WAYMAN. Yes.

The CHAIRMAN. In other words, the Federal Government is in there with a project?

Mr. WAYMAN. That is correct.

The CHAIRMAN. And it is going to increase your financial responsibilities, just as in San Diego?

Mr. WAYMAN. Yes. The only difference, Congressman, is that whereas San Diego has a 30-percent increase in population, we are going to have 150, maybe 200 percent, so that our situation is more critical.

SCHOOLS INADEQUATE

Now, we have another problem. Our schools are not going to be adequate for the next years, to take care of these people. These little village roads around there are not going to be adequate to take care of the traffic of such a population.

Finally, we have what we call the Fallbrook public utility district. That supplies water to the town. That district has agreed to give the Navy and the contractors, both, all the water they need for this construction project, but as the Navy development grows, the town will grow, and we are going to have to have more money to bring up sufficient water.

The CHAIRMAN. There are numerous cases similar to yours, and I think it is a very good idea to have it in the record here, and we will incorporate your statement. I do not think the amount of money appropriated now will be sufficient, but there are going to be applications based on similar situations. Undoubtedly you cannot handle it.

Mr. WAYMAN. It is just out of the question. We are not even in the position to hire an engineer to go out and figure how much that is going to cost.

The CHAIRMAN. Have you contacted the Navy about it?

Mr. WAYMAN. We have had the Navy up there, and, as a matter of fact, they are going to operate out of the high school, and they are very interested in helping us solve a part of our problem, but they have no money to put in a school, nor is it possible for them to help with the water or the city streets.

The CHAIRMAN. All right, sir. I thank you for your contribution.

The committee will stand adjourned until tomorrow morning at 9:45.

Whereupon, at 4 p. m., a recess was taken until 9:45 a. m., Friday, June 13, 1941.)

NATIONAL DEFENSE MIGRATION

FRIDAY, JUNE 13, 1941

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE INVESTIGATING
NATIONAL-DEFENSE MIGRATION,
Washington, D. C.

The committee met at 9:45 a. m. in the United States customhouse and court house, Room 234, San Diego, Calif., Hon. John H. Tolan (chairman), presiding.

Also present: Catherine Bauer and John W. Abbott, field investigators.

The CHAIRMAN. The committee will come to order. Dr. Crawford and Mr. Hardy, if you will, please come up here.

TESTIMONY OF WILL C. CRAWFORD, SUPERINTENDENT OF CITY SCHOOLS, AND EDWARD LAWYER HARDY, PRESIDENT OF THE BOARD OF EDUCATION, SAN DIEGO, CALIF.

The CHAIRMAN. For the purpose of the record, will you give your full names and state in what official capacity you are appearing here?

Dr. CRAWFORD. Will Clark Crawford, superintendent of city schools.

Mr. HARDY. Edward Lawyer Hardy, president of the board of education.

The CHAIRMAN. How long have you been president of the board, Mr. Hardy?

Mr. HARDY. Since the 1st of May.

The CHAIRMAN. You were a member prior to that time?

Mr. HARDY. For 4 years.

The CHAIRMAN. Dr. Crawford, how long have you been superintendent?

Dr. CRAWFORD. I have been superintendent for 7 years.

The CHAIRMAN. I have your interesting statement, Doctor, and it will be introduced into the record at this point.

STATEMENT BY WILL C. CRAWFORD, SUPERINTENDENT OF SAN DIEGO CITY SCHOOLS, SAN DIEGO, CALIF.

EDUCATIONAL NEEDS BROUGHT ABOUT BY THE NATIONAL DEFENSE MIGRATION

The San Diego City Board of Education appreciates the opportunity of presenting to the Tolan committee the serious situation faced by our city schools in the task of providing adequate educational facilities to many thousands of new children coming to San Diego on account of national-defense activities. Almost overnight our city has been transformed from a quiet residence community to a hustling manufacturing and military center, into which are crowding thousands

of new workers together with others seeking work, and still others hoping to make a living from workers by any means at their disposal. The majority of these new residents will bring families with children.

To accommodate this situation, the Government has stepped in with a plan of building homes for families and dormitories for single men. To date, homes are being provided as follows:

	Homes
1. Navy housing project at the destroyer base	600
2. Navy housing project at the training station	600
3. Defense housing project, Kearney Mesa	3,000
Total	4,200

Many of these homes are already occupied and the trend of occupancy indicates approximately 2 children per home, or a total of approximately 8,400 new children.

ADDITIONAL HOUSING

Announcement has just been made of additional housing not included in the above figures. We understand that 1,000 new temporary houses are to be erected in the Pacific Beach area and 500 new temporary houses in the southeastern section of the city. We, also, understand that the Navy is planning an additional housing project of 900 family units similar to those already erected at the destroyer base and the naval training station. If the families occupying these houses are of about the same size as those now moving into San Diego, these new Federal homes will bring approximately 4,800 additional children, making a total of 13,200 children residing on Federal property. To this number should be added approximately 4,000 children living in new homes built throughout the city during the past year by private capital to meet the local situation. This would mean a grand total of at least 17,000 children in new houses from which should, of course, be deducted those children already living in San Diego who will move from substandard homes to new quarters.

This situation is complicated by the fact that the San Diego city schools are already greatly overcrowded. Last fall, when the Federal Government first announced plans for local housing projects, a survey of school facilities indicated a few vacant rooms scattered throughout the city with a total extra capacity of 580 pupils. Since last year, however, school enrollment has increased by almost 2,000 which has not only used up available reserve space, but has necessitated placing several elementary schools on a double session basis. By this arrangement, some children come early in the morning and others stay late in the afternoon, alternating in their use of the same classroom facilities. This arrangement necessarily greatly limits the educational program as well as being inconvenient to the families involved.

NEED FOR FEDERAL HELP

From the above it may be readily seen that the problem of furnishing adequate school facilities in San Diego is a serious one which warrants immediate and generous help from the Federal Government.

This Federal help should include money for the erection of several completely new plants as well as for additions to many existing schools on both the elementary and secondary levels. Into these classrooms must go desks, chairs, and other necessary school equipment.

To the cost of erecting new schools and additional classrooms must be added the expense of operation which includes teachers' salaries, supplies, heat, light, etc.

In addition to facilities for regular elementary and high schools, there is need for assistance in the vocational education program which is expanding by leaps and bounds from day to day. In addition to the development of a large program for training workers in aircraft and shipbuilding industries, we have undertaken the responsibility for assisting in the training of military and naval establishments. Our vocational school facilities have been greatly enlarged to care for our industrial training, but facilities are limited for business training which has become important as a supplement to industrial workers in local factories. At the present time, this program is being carried on in rented quarters which should be moved to a regular addition to our vocational school.

These needs, described in detail below, may be summarized as follows:

1. For buildings on Federal reservations	$1, 465, 000
2. For additions to existing buildings	937, 500
3. For addition to vocational school	450, 000
4. For operation of schools in Federal reservation during 1941–42	675, 000
5. For added operation costs in existing schools	350, 000
Total	3, 877, 500

MEANS OF OBTAINING AID

It hardly seems necessary to emphasize the need for speed in meeting this problem. We called the attention of the Federal Government to our needs last fall, and each month that has passed without relief adds to the difficulty of the situation because most of the new children will be on our doorstep next September when the new school term opens. We are, therefore, concerned as to the machinery which will be involved in securing Federal aid. So far, we have received no authoritative information as to what Federal agency will administer funds to be provided under H. R. 4545, or what procedures will be required for applications and approval. We already have applications on file with the United States Office of Education (Federal Security Agency) and the Federal Works Agency.

We are also anxious to know how school buildings will be erected and financed. We have been led to believe that the local board of education will be given the responsibility for the planning and the letting of contracts for new buildings, and that money will be given as outright grants to the local school district. Information on these points will be appreciated. In order that no time be lost while waiting for Federal funds, the board of education has made arrangements with local architects to develop plans and specifications for the necessary new school buildings listed above. These plans are being rushed to completion and should be ready for calling of bids in July. It is hoped that this arrangement will meet the approval of the Federal Government in meeting the emergency situation in San Diego.

In connection with the financing of this program it should be pointed out that the local school district has a statutory tax limitation which would prohibit the local board of education from raising any considerable sum of money over the current budget. Under the circumstances, therefore, the local district could not possibly provide the necessary funds to meet the present situation.

VOCATIONAL PROGRAM APPROVED

In connection with the vocational program, it may be of interest to know that the local program has met with hearty approval on the part of industrial and military authorities, and that there is no problem in relation to private vocational schools in this area.

A serious problem still unsolved is the securing of sufficient trainees to meet the local demands. The local supply of trainees is almost exhausted, and unless other recruits are brought in from outside San Diego, it will be impossible to secure a sufficient number of workers to meet the needs of factories during the next few months. This situation is further complicated by the lack of housing facilities for trainees before they are employed in industries. It would seem that trainees should either be eligible for quarters in dormitories built for single men, or that some dormitories should be opened temporarily to the National Youth Administration which can accommodate the trainees.

NEW SCHOOL BUILDINGS WITHIN FEDERAL HOUSING PROJECTS

The most clean-cut and critical needs for school housing created in San Diego by the defense program are those created by the housing projects. Two Navy housing projects of 600 units each are nearing completion. One of these projects is located near the destroyer base and one near the naval training station. New school facilities will be required to house the children who will reside in these projects. In both cases it seems advisable and desirable that entirely new buildings be constructed as the elementary school pattern of the city is varied by these concentrations of homes. There seems to be no recourse other than to construct an elementary school on each of the sites set aside for schools at the projects.

Available data regarding the families assigned to these projects indicates that an elementary school (kindergarten and grades 1 to 6) to house approximately

1,000 children will be necessary at each of these projects. This will require the immediate provision of one 24-classroom building at both the destroyer base and the naval training station project. These buildings will cost at least $225,000 and each will require $25,000 worth of equipment.

To house defense workers, a Federal project for the construction of 3,000 units on Kearney Mesa[1] has been approved and work is now well under way and on schedule. The area selected for this project is far away from any of the existing schools. It will be mandatory to construct at least 2 large elementary schools for this area and, in addition, a secondary school to house grades 7 to 12.

Data available regarding the families assigned to this project indicates that the elementary school population of the area will be approximately 2,400 and that two elementary schools will be necessary. The cost of constructing each of these schools is estimated at $250,000 and the cost of equipment for each is estimated at $30,000. This is probably a minimum estimate.

A secondary school to house from 1,000 to 1,200 students will also be necessary in the Kearney Mesa project. The construction cost of this building is estimated at $350,000 and the equipment cost at $55,000, a total of $405,000.

LIST OF NECESSARY BUILDINGS

Within the housing projects the following school buildings are necessary:

Project	Type	Basic rooms	Construction cost	Equipment cost	Total cost
Destroyer base	Elementary	24	$225,000	$25,000	$250,000
Naval training station	do	24	225,000	25,000	250,000
Kearney Mesa	do	30	250,000	30,000	280,000
Do	do	30	250,000	30,000	280,000
Do	Complete secondary grades 7 to 12.		350,000	55,000	405,000
Total			1,300,000	165,000	1,465,000

These buildings will all be in areas in which all property is owned by the Federal Government and not subject to local tax levies. For this reason and because all of the families residing in these houses have been brought to San Diego by the defense activities, it would seem entirely fair that the cost of constructing and equipping these buildings should be borne 100 percent by direct grants of Federal funds.

ADDITIONS TO EXISTING SCHOOL BUILDINGS

In addition to the elementary school population to be found in each of the naval housing projects there will be from 150 to 225 secondary pupils residing in each of the projects.

The secondary children from the destroyer base housing project will attend the Memorial Junior High School for the most part. This school is already hopelessly overcrowded and cannot absorb additional enrollment. Not only must additional space be provided at Memorial Junior High School but additional relief must be obtained for the school by the construction of the first unit of a junior-senior high school in the southeastern section of the city. The need for this new unit is further emphasized by the rapid construction of houses with private capital in the southeastern section to house the current influx of population. Several completely new subdivisions are already under way in this area. This new housing is made necessary by the influx of defense workers into San Diego.

To serve the children of secondary school age from the naval training station project and the children of the personnel connected with Fort Rosecrans, there must be an expansion of secondary school facilities on Point Loma. The first unit of a new junior high school known as the Dana Junior High School is now under construction. This new school is necessary to relieve congestion in the present Point Loma Junior-Senior High School which has been sadly overcrowded for many years. The combined capacity of the two schools, however, will not be adequate to accommodate the new enrollment. The problem of providing secondary facilities for the Point Loma area is further complicated by the fact that private home building has been going ahead at a rapid pace in the Ocean Beach area and that a large subdivision is planned in the area north and west of the naval

[1] This project is known officially as the Linda Vista housing project.

training station. In order to house the secondary school children of the Point Loma area adequately it will be necessary to make a substantial addition to the Dana Junior High School. Junior high-school students may then be removed from the Point Loma High School and space released there for the new senior high-school enrollment (grades 10, 11, and 12).

The permanent personnel of Fort Rosecrans is being materially increased. An addition to the Cabrillo Elementary School is necessary because of this increased personnel.

The population of La Jolla and Pacific Beach areas has been sharply increased because of the development of Camp Callan. The population of the area will be further increased when the 75 houses to be constructed on Torrey Pines Mesa with Federal funds are completed. The increasing school population which results will require that an addition be made to the La Jolla High School, the La Jolla Elementary School, the Pacific Beach Junior High School, and the Pacific Beach Elementary School.

In addition to the housing facilities built by the Federal Government for the housing of families connected with the armed forces and in national-defense industries, local capital has constructed several thousand new family units in the city. This new construction has been at the request of the Federal Government and because of the desperate need for housing. This stimulation in local house building has been due not to the normal increase of the city's population but to the defense program and the influx of defense workers and personnel connected with the armed services. The development of this privately financed housing has also created demands for additional school facilities. The majority of the elementary-school buildings in the city are now crowded to capacity and require immediate additions of new classrooms to house the new enrollment. Fifty additional elementary-school classrooms will be needed at existing elementary schools by the beginning of the new school term, September 1941. These are in excess of the specific additions mentioned above. In this connection it must also be pointed out that many families are living in trailer camps and in auto courts and that all margin of available housing usually found in a city disappeared months ago.

SUMMARY OF NECESSARY ENLARGEMENTS

In summary then, the following facilities are required, in addition to the new school buildings outlined above to house the school enrollment in September 1941.

Project	Construction cost	Equipment cost	Total
South East Junior-Senior High School	$150,000	$25,000	$175,000
Dana Junior High addition	250,000	25,000	275,000
Memorial Junior High addition	22,000	5,000	27,000
La Jolla Junior-Senior High addition	25,000	5,000	30,000
Pacific Beach Junior High addition	16,500	3,000	19,500
Cabrillo Elementary addition	22,000	4,000	26,000
La Jolla Elementary addition	17,000	3,000	20,000
Pacific Beach Elementary addition	13,000	2,000	15,000
Addition of 50 elementary school classrooms at various schools	300,000	50,000	350,000
Total	815,500	122,000	937,500

The construction of these school buildings has been made necessary by the defense program in San Diego. The cost cannot be absorbed by the local district. It seems fair that the construction and equipment of these buildings should be financed directly by Federal grants.

It has been reported authoratatively that a group of 1,500 federally financed temporary housing units is to be constructed in San Diego to house defense workers. Should this project be developed temporary school buildings for approximately 2,000 additional children will be needed. This will require 50 bungalow classrooms which will cost, including equipment, approximately $150,000. This amount must be added to the above estimates if this new housing project becomes a reality.

VOCATIONAL SCHOOL ADDITION

Classes for the direct training of defense workers in aircraft and shipbuilding industries are being housed in the Ford Building in Balboa Park. The training program for this type of worker is well under way on a temporary basis. A major portion of the cost of this program is being financed from Federal funds. No

provision is being made, however, for the training of workers in the various clerical and secretarial occupations. The demand for this type of worker in the defense program has been great. At present the needs are being met in San Diego by the city schools and a large training program is under way in rented space in the Spreckels Theatre Building.

The expansion of the defense industries in San Diego has attracted men with various types of skills from private industry. The replacement of these men in the existing industrial life of the city has caused an unexpected and unprecedented demand on the whole vocational-training program. The building of the regular vocational school is hopelessly overcrowded and it has been found impossible to open certain training courses because of the lack of space. A shop addition to this building estimated to cost $350,000 is mandatory. The equipment needed for these new shops will cost approximately $100,000.

COST OF OPERATING NEW SCHOOLS

Even after the buildings outlined in the above are constructed, the operation cost of the schools must be paid. It seems entirely fair that this cost should also be borne from Federal funds because: (1) The sudden growth of San Diego has been caused entirely by the defense program. The expansion of the armed services in San Diego, the construction of new training camps, and the doubling and redoubling of the aircraft plants and their personnel have been entirely responsible for the current growth. (2) In normal times approximately 50 percent of the cost of operating schools comes from the State in direct reimbursement made to the district on the basis of average daily attendance. This reimbursement is made, however, on the year following the accumulation of the attendance. No reimbursement from the State will be available for this new enrollment which will appear during the 1941–42 fiscal year during that year. The sudden increase is too great to be borne by the local tax base and must, therefore, come from some outside source. (3) It is to be normally expected that any area within the city will contribute through the direct property tax the remaining 50 percent of the cost of operating the schools. The Federal housing projects, being federally owned, will pay no taxes and will not make this contribution. No contribution will be made by the property in the two naval housing projects. The contributions proposed by the project on Kearney Mesa, under the Lanham Act provision for payments, is far less than would normally be expected from the application of the tax levy to such an area. (4) Even though the district and the school officials may desire to carry on these schools, the statutory tax limitation will prevent raising enough money to operate the schools.

The operation of the school includes teachers' salaries and all supplies and books necessary for instruction, custodial care of the building and all utility cost, cost of the health service, which includes nurses' salaries and medical supplies, cost of insurance, and cost of retirement.

According to the official report of the San Diego city schools for 1939–40 the average current expenditure per pupil in average daily attendance for operation of the schools was $124.79. The cost of educating the 5,400 children in the 5 new schools required in the housing projects will be $675,000.

The operating cost for the education of the children in the other new schools requested and the additions to the existing schools will be approximately $350,000.

The total operating cost of the San Diego city schools will be increased then by approximately $1,025,000 during the 1941–42 year. This additional cost must be met without great additions of State aid or without a corresponding increase in the tax base. It seems entirely logical that these operating costs added to the cost of the national-defense program should be paid with Federal funds.

SUMMARY TABLE OF REQUESTS

1. For buildings on Federal reservations	$1,465,000
2. For additions to existing buildings	937,500
3. For addition to the vocational school	450,000
4. For operation of schools in Federal reservation during 1941–42	675,000
5. For added operation costs in existing schools	350,000
Total	3,877,500

FINANCIAL CONDITION OF THE DISTRICT

The total tax base of the San Diego unified school district was, at the time that the 1940–41 budget was made, $135,591,921. To operate schools during this fiscal year a tax levy of $1.70 was necessary. It is estimated that the tax base for the district at present is $146,390,000. It can readily be seen that this increase in tax base is in no way comparable with the increased demand for school services.

The school district has a bonded indebtedness of $3,270,000. Two attempts made to pass school-bond issues in recent years have been defeated.

Since the statutory limitation on the tax rate for a California unified school district is $1.85, it is obviously impossible for a local district to raise enough money to provide education for the number of children who will be present in September 1941 even though the tax levy were raised to its maximum. It is equally obvious that outside funds must be obtained, both for the construction of necessary buildings, and for the operation of these schools during the next fiscal year.

TESTIMONY OF WILL C. CRAWFORD AND EDWARD LAWYER HARDY—Resumed

The CHAIRMAN. Now, what we are concerned with, Doctor, is the migration of people from State to State, expecially in connection with our national-defense program; and although we are investigating conditions in San Diego, we are also going to other places, you see, so that, for the purpose of the record I would like to say right now that we are not here to "show up" San Diego, any more than Hartford, Conn., or Trenton, N. J., or any other place. That isn't our purpose. I want to say now also, for the record, that from the preliminary reports which I have received from other sections of the country we expect to visit, I think San Diego will rank high in the public-spirited manner in which it has met conditions, expecially considering the tremendous increase that you have had in your population. That is my own idea about it.

Now, Doctor, in a brief way, on account of this great increase in population, what are your problems here from the standpoint of schools?

HOUSING OF SCHOOL POPULATION

Dr. CRAWFORD. Well, our first and foremost problem, naturally, is that of housing our school population. Like most other communities, we have been for the past few years in a comparatively static condition, with a slight increase each year; primarily, a static condition so far as school enrollment from year to year was concerned, and we have been able to take care of that by making some additions to our schools from year to year out of our current funds.

However, beginning with this current school year, we have faced a very unusual situation, in having a very large increase of children suddenly, which has been very difficult or impossible to take care of out of our current funds, from the standpoint of school housing.

In the report which I have filed with you here, we have indicated the situation very briefly.

I might say that, from the standpoint of the extra children, the Federal Government has recognized that situation and has come in here to establish additional homes. You have been told of the two Navy projects of 600 families each, and on Kearney Mesa of 3,000, making a total of 4,200 homes. Now, the indications are, from the

number of families that have moved in to date, that there will be approximately two children per family. That will vary, of course, but as it goes along, I think the average has run about 2.1, so for these 4,200 homes there will be approximately 8,400 children.

TWO TEMPORARY HOME PROJECTS

In addition to these projects which are under way now, and which are largely completed, we have definite word that there is to be another unit, or rather, that there are to be two more units of temporary houses. These others that I have mentioned are considered more as permanent homes. The information that we have is that there will be 1,500 new temporary houses; 1,000 to be erected in the Pacific Beach area and 500 in the southeastern section of the city. Then this week we have heard that the Navy Department is planning to erect 900 houses, so that if my mental arithmetic is correct, that would be 6,600 homes, and on that basis there will be 13,200 children, figuring on practically the same basis.

Now, on account of the situation, local capital has been encouraged to go ahead and build homes, and the chamber of commerce has indicated that there are several thousand—I would say conservatively 2,000—new homes that have been built, which would add approximately 4,000 more children, or a total of something like 17,000 children in new homes that are being built in San Diego.

Of course, from that number we would have to deduct the number of those newcomers who are already in San Diego, and that is a little difficult to determine at this time; but I would say, very conservatively, that of the 17,000, certainly something over 10,000 are children that are coming into San Diego, so that we have then the immediate problem of having to house these children.

SCHOOL FACILITIES INADEQUATE

The CHAIRMAN. Now, your school facilities are not adequate to take care of that number, are they, at present?

Dr. CRAWFORD. No; we have been having a slight increase each year, with the result that our facilities have been practically full all the time.

When we first learned of the Federal Government coming in here with housing last fall, we made a survey of the school facilities and found there was room for some 480 children, whom we could sandwich in here and there, as we might have a room or two vacant throughout the city; but during this current year our enrollment has increased about 2,000 over the same period last year, so that not only have we caught up on available facilities, but we have already had to go into double sessions in a number of our schools. We have added teachers and are running double sessions by which part of the children come early in the morning and leave at noon, and others come in at noon and stay until late in the afternoon.

That program, however, is not at all satisfactory, in that it means a curtailment of the educational program, and it also is very inconvenient from the home standpoint and social standpoint—that is, having the children free a whole half day, without any supervision.

NO SCHOOLS AT KEARNEY MESA

The CHAIRMAN. Dr. Crawford, the largest project around here is the Kearney Mesa project, is it not?

Dr. CRAWFORD. Yes.

The CHAIRMAN. We have been told there are 1,766 units being constructed there, and the figures that we obtained yesterday indicated that the completed project would house approximately 10,000 people. Now, what proportion, would you say, of those 10,000 would be school children?

Dr. CRAWFORD. Well, we have estimated there would be about 6,000 children there.

The CHAIRMAN. What facilities for schooling are out there?

Dr. CRAWFORD. There is absolutely none, because, unfortunately, that whole development is miles away from any development at the present time where there are any schools. That means that the only satisfactory solution would be to build schools on that immediate project, and we have estimated a need for at least two large elementary schools, and one combination junior-senior high school.

The CHAIRMAN. I am just referring to that project as an example, and I think it will be one of the best examples, probably, in the United States, don't you see? In other words, you have about 10,000 people, with about 6,000 children, and with no school facilities for them at all in this project. Is that right?

Dr. CRAWFORD. That is right.

FUNDS APPLIED FOR

Mr. HARDY. That region was all sagebrush 6 months ago.

The CHAIRMAN. When did they start that project?

Mr. HARDY. In the winter, the beginning of the winter.

Dr. CRAWFORD. Along about Christmas time. They started breaking ground there in the fall.

The CHAIRMAN. Has any application been made for funds?

Dr. CRAWFORD. Yes. When we first heard that the Federal Government was planning to erect houses here, we contacted the United States Office of Education and the Federal Security Agency, and they contacted other defense offices throughout the United States, and on forms which they devised we made formal application for help in school housing, not only for the erection of new houses, new schools on these projects themselves, but for enlargement of existing schools throughout the city where people are crowding in for national defense activities.

The CHAIRMAN. Could you estimate the amount of money that would be necessary?

Dr. CRAWFORD. We estimated the need at about $4,000,000.

The CHAIRMAN. Now, of course, in addition to that $4,000,000, you are also asking for other funds, aren't you—for sewerage, for instance?

Dr. CRAWFORD. The city?

The CHAIRMAN. Yes.

FUNDS NEEDED FOR TEACHERS

Dr. CRAWFORD. Yes. Let me first, before we get away from this school proposition, indicate that we have a need not only for the erection of new schools, also for the operation of them, because not only would the new schools present a problem of capital outlay but also the hiring of teachers. We are not in a position to employ extra teachers, largely because most of these housing projects are being developed on Federal property, from which we can expect to get no taxes.

Our normal method of operation is to get relief from the State for about half of our expenses, and from local taxation, through real-property tax, for the other half.

Mr. HARDY. The State relief is a year late in coming. You do not get it until a year later.

CITY ASKING $21,000,000 TOTAL

The CHAIRMAN. For the purpose of the record, do you know about what amount of money San Diego is asking from the Federal Government?

Dr. CRAWFORD. The whole city?

The CHAIRMAN. For the sewerage, and all.

Dr. CRAWFORD. About $21,000,000.

The CHAIRMAN. I will tell you what I am thinking about. Before I left Washington the bill that you are familiar with—the Lanham bill, to take care of these various needs—passed the House, and I see in this morning's paper that it passed the Senate. But it provides only $150,000,000.

Dr. CRAWFORD. Yes; $150,000,000.

The CHAIRMAN. So you would take almost one-seventh of that wouldn't you?

Dr. CRAWFORD. Yes.

The CHAIRMAN. I am very much interested in that, because in our report to Congress in August we will have to cover that situation.

Dr. CRAWFORD. Well, that situation, as I understand it, is something like this: When the United States Office of Education made its survey of the school needs they found in the defense centers that were approved by the Army and Navy Department a need for $115,000,000 for schools, whereas this bill for $150,000,000 is for all purposes—water, sewerage, roads, and hospitals—and therefore that $150,000,000 is, obviously, inadequate.

PUTS SCHOOL NEEDS AT $100,000,000

We are frankly prejudiced. We feel the schools, inasmuch as the need originated from their request, and inasmuch as they face the deadline of having the children taken care of next September, should be given rather generous consideration out of this $150,000,000. I would say that at least $100,000,000 should be allocated for school needs, and probably other moneys would have to be appropriated to pick up some of the bigger items of sewerage, water, and roads.

The CHAIRMAN. What is going to be the situation here in September with respect to schools? Where are they going to go?

SCHOOLS IN MULTIPLE DWELLINGS

Dr. CRAWFORD. In some places we will have to employ teachers and have double sessions in our schools. Kearney Mesa, however, is so far away that what we have asked for there is to have the Government turn over to us a number of their multiple dwellings, and we hope to open schools in them. It would be under very crowded conditions, of course, but we could maintain the schools there.

The CHAIRMAN. Will any large number of children out there be deprived of an opportunity to attend school?

Dr. CRAWFORD. No, I don't think so, because we have a State law which requires them to attend school. There would be probably some loss, but we will plan to get these children into some kind of schools, not only because it is required by law, but also because we feel that it is a primary necessity in our American program.

Mr. HARDY. Haven't you asked for the warehouse out there?

Dr. CRAWFORD. We have asked for the warehouse, but Mr. Voigt, who is the manager, indicated that the warehouses would not be satisfactory, because they have no windows of any kind. His suggestion was that they turn over to us some of the multiple-dwelling units, which he thought would be adequate for our purposes.

VOCATIONAL TRAINEES

The CHAIRMAN. Now, what do you have to say about the local supply of trainees?

Dr. CRAWFORD. For vocational training?

The CHAIRMAN. Yes.

Dr. CRAWFORD. Another one of the problems, along with the housing, is the responsibility for training people for the defense industries and for the armed forces, because we have in San Diego both camps and defense industries, notably aircraft and shipbuilding.

The board of education has indicated its willingness to cooperate with the defense industries and the armed forces in training their men, and through some Federal funds, which we have already secured, and through the cooperation of the city, we have taken over the Ford Building in Balboa Park for training purposes. They have facilities there for about 3,600 trainees at a time, in addition to our own vocational school and through rented quarters in the Spreckels Building downtown.

In other words, we have increased our facilities tremendously, and we are able to take care of several thousand trainees at one time. We have trained, now, about 5,000.

SUPPLY OF LOCAL TRAINEES EXHAUSTED

Now, going to your specific question, we have at this time about exhausted the local supply of trainees. There will be a few more coming out of the high schools, in the next few weeks, but we will take care of them rather quickly. Then with the continued expansion, especially of the Consolidated Aircraft Corporation, San Diego will be in the market for several thousand new workers, and if they are to come here and to receive training, then they, in turn, must

have some place to be taken care of, because at the present time they cannot come here without any funds.

Many can't afford to pay rent, and for that reason we have requested, through the housing commission here, that the Federal Government either open up the dormitories which are available here, and for which there is at the present time no rush for the occupancy of workers—to open those up to the trainees as potential workers, or else to turn over some of the barracks of the N. Y. A., which is willing to take these people on. So we are at sort of a stalemate, unless we can bring trainees in; and unless we can bring them in, they cannot be trained for work in the aircraft factories; and unless there is some housing provided for them, they cannot come for the training, and that, in turn, would act as a hindrance to the defense industries.

The CHAIRMAN. Mr. Hardy, have you anything you wish to say?

Mr. HARDY. No; I think Dr. Crawford's report, which he made in the name of the board of education, and his statement, puts the situation very clearly and very fully before you. We are very appreciative of the opportunity to appear at this hearing.

NO FAKE AIRCRAFT SCHOOLS

The CHAIRMAN. Dr. Crawford, you have no fake aircraft schools here, have you?

Dr. CRAWFORD. I think not. We have some private schools here, a very small number, but they are working in cooperation with us and with the aircraft industries. There were a number of schools that planned to start, but inasmuch as we were apparently able to offer satisfactory training—that is, training satisfactory to the defense and Navy forces—they backed the public schools; and the private schools, most of them, folded up and didn't develop their plans here.

We have worked very closely in cooperation with the military and defense authorities, in developing the kind of training which would be most useful to their needs. We have an advisory committee, which is composed of industrial leaders and workers as well—both employers and employees, and military authorities—and all our program has been developed under that general guidance.

Miss BAUER. The committee has heard sometimes that the aircraft companies should themselves train their own personnel. The argument is that this would cost the taxpayers less, and that it might also bring about better coordination between local trainees and local employment. Would you, on the other hand, bring out some of the relative evidence on the public education in the schools, as you have experienced it here?

FAVORS PRESENT PLAN

Dr. CRAWFORD. We feel that training for the aircraft industry is not different from any other training for vocations in the community. We have undertaken in the vocational department to offer training which will be helpful to the induction of any person into any kind of job; and while the aircraft industry, like any other industry, may develop certain plans for the improvement of its own personnel, we feel that the job training, which is under the supervision of a general advisory committee representing the whole community, is better than

the training which would be provided by one company only, for its own use.

In other words, we feel that our ultimate objective is to train people as broadly as possible, so that they may be able to do not just one little machine job, which is a "blind-alley" job, but that we may be able to train them so that they can earn their living and serve effectively in any job to which they might be assigned.

Mr. HARDY. Those questions, of course, come before the school board as matters of policy. We have tried to go into all of the functions very carefully, from the point of view of public policy, and I think what we are doing is fully justified on the ground of public education. I particularly stress what Superintendent Crawford has said about what follows after the training, whether the training is merely for the convenience of an industry or to train a man to earn his living.

The CHAIRMAN. Thank you very much, gentlemen.

CHILD GUIDANCE PROGRAM

Dr. CRAWFORD. I might just add this comment. You asked a question on how we have met the problem of housing and vocational education. There is still one further problem in which your committee might be interested. That is the problem of the adjustment of many children from many parts of the country into a new situation. That is a problem that has given us some consideration. It isn't a financial problem. It is a problem of education and morals, and everything else, including educational standards. It is something which should be given some concern, where a great many people come into a community, with all kinds of backgrounds, with all kinds of standards of living, with all kinds of mental abilities. That has placed a great burden on us, on what we might call our guidance program, and we feel that is a very important problem, and one which we are studying carefully.

The CHAIRMAN. Oh, yes.

Dr. CRAWFORD. I don't think there is any immediate answer to it, but I think you can realize it means that our whole educational program has to be adjusted somewhat, to meet the needs of these children who are coming in and who may have different backgrounds.

The CHAIRMAN. Yes. Thank you very much, gentlemen. You have been of great assistance to us. We appreciate it.

Mr. Gardner.

TESTIMONY OF HOWARD GARDNER, ASSISTANT SECRETARY, LEAGUE OF CALIFORNIA CITIES, LOS ANGELES, CALIF.

The CHAIRMAN. Mr. Gardner, will you please give us your name and state in what official capacity you appear here?

Mr. GARDNER. Howard Gardner, representing the Hon. Culbert L. Olson, Governor of California, and the California State Council of Defense. My address is 725 Rowan Building, Los Angeles, Calif.

The CHAIRMAN. You have submitted a statement, Mr. Gardner, which will be made a part of the record.

(The statement referred to appears below.)

STATEMENT BY HOWARD GARDNER, ASSISTANT SECRETARY, LEAGUE OF CALIFORNIA CITIES

It is generally agreed that the problems of defense-connected areas have been created as a result of the national-defense program, and that the primary responsibility for assisting in solving these problems is fundamentally the task of the Federal Government.

Whereas, it is true that the State government and the State defense council can be of some assistance to areas such as San Diego, it is unlikely that this assistance will ever be of such proportions as to accomplish anything more than to serve as a form of supplemental aid to expected substantial Federal assistance.

The assistance which the State government and the State defense council have rendered the city of San Diego has consisted largely of the following types of aid:

1. Assistance with defense council organization.
2. Liaison activity in helping to bring Federal assistance to bear on problems.
3. Making available personnel from State agencies to assist with technical problems.

(*a*) State planning board.
(*b*) State department of public health.
(*c*) Highway surveys.
(*d*) Vocational education and training.

4. Liberalization of State laws.
5. State leadership in developing total preparedness.

(*a*) Emergency police mobilization.
(*b*) Fire defense.
(*c*) State Guard: A substantial organization of this type, as authorized by Congress, is being developed in this State. Although this organization is being formed to assist in the preservation of law and order and the protection of public and private property it will never be used for example to assist in meeting problems now facing the San Diego police department.

Defense-connected areas are faced with the need for immediate and substantial financial assistance which is beyond the ability of the State to provide. The financial condition of the State is well known to the members of this committee and even though money were available to assist in meeting the needs of this city as carefully and ably outlined to you by Mr. Cooper, the city manager, constitutional limitations would drastically limit the type of assistance that could be provided.

TESTIMONY OF HOWARD GARDNER—Resumed

The CHAIRMAN. Will you tell us the set-up of the State defense council? What are its purposes?

Mr. GARDNER. Yes. The present State defense council has just been authorized by legislative action, assembly bill 227, passed by the legislature and signed by the Governor. The Governor has made the appointment of the members of that committee, and they are holding an organization meeting today in Sacramento, which is the reason why no member of that council is here today.

PROGRAM OF DEFENSE COUNCIL

The program or organization of the State council of defense is patterned very largely after the suggested plan of organization worked out by the National Defense Advisory Commission, particularly, the Division of State and Local Cooperation.

The organization of the defense council in California has been planned on an official basis. If it is in the State region, it is being organized under the Governor; if in the county, under the board of supervisors; and in the municipality, under the mayor and city council; the thought being that if we can keep the organization on an official basis, we have a much better opportunity of coordinating all the

public and private agencies in the area that are available to assist in meeting certain defense problems.

SIX COMMITTEES

In accordance with that general thesis of organization, the California State Council of Defense has been set up, and within that organization there are six major functional fields, which more or less resolve themselves into six major committees. They are mentioned in the legislative act.

The first is agricultural resources and production, to consider all of the relationships and problems involved in agricultural labor, and all the other problems that are becoming more and more acute in the agricultural field of the State.

The second committee is human resources and skills, which is to attempt to evaluate the impact of this defense program upon industry, so far as personnel goes, and to assist in the training of people to fill defense jobs.

The third committee is civil protection, which involves all those things such as disaster planning, police mobilization, fire mobilization, and the development of air-raid precaution programs for the State and local governments.

The fourth committee function relates to health, welfare, and consumer interests, which is to consider the large variety of problems that would come under that heading.

The fifth functional area is transportation, housing, works and facilities, which is to take into consideration all the major facilities in the State for transportation and the providing of public works and utilities, power problems, and all that type of thing.

And the sixth is called industrial resources and production, to look into the ability of the State to produce, and whether it can do more than it is doing, what is available that is not being used, and what can we do to help put it to work, in order to meet the test of total preparedness.

Very briefly, those are the six functional areas that the committees will cover. They will, of course, have many subcommittees, and most of the items that I have mentioned within each of these functional fields is being considered by a subcommittee of people in the State, who are considered to be familiar with those problems.

The CHAIRMAN. Will you take any part in the program dealing with school trainees?

Mr. GARDNER. Of course, there is within the State of California the bureau of trade and industrial education, which is cooperating very closely with the Federal Government in that program.

The State defense council would probably assist in that program to the extent of creating public interest in that type of program, where it might be needed, and also would assist, if it became necessary, to get additional support for that type of program, although I think with the George Deen Act, and the funds available under it, that it is very likely the training of people will be pretty largely handled as a State department of education and United States Office of Education matter working in close cooperation with State and Federal defense agencies.

WILL SERVE AS LIAISON AGENCY

The CHAIRMAN. Will this California State Defense Council work in conjunction with or independent of the Federal Government?

Mr. GARDNER. The defense council, as such, serves only in an advisory capacity. It has no authority to act, and will serve as a liaison agency between the Federal defense agencies and other Federal agencies interested in problems in California and the actual working departments of the State, and down through county and local agencies. It is more or less a channel of communication and information from the Federal Government down through to the local governments, and then from the local governments back through to the Federal-defense organization.

The CHAIRMAN. What power will it have?

Mr. GARDNER. Advisory only. That is, the actual commission itself. But with the Governor of the State as the chairman of the committee, if it should be necessary for some State department or agency to do something in connection with the program, there is the authority through the chairman of the committee to bring all the facilities of the State into play.

TWO COMMITTEES FOR MIGRATION PROBLEM

The CHAIRMAN. Would one of those six committees have to do with the migration problem?

Mr. GARDNER. Well, I think two committees would be primarily interested in it. Human resources and skills—that is, workers available and where they are; and health, welfare, and consumers' interest committee, as to the whereabouts of those people when they come into the State, and their housing and health problems. I think both those committees will assume the responsibility for investigating and aiding in finding a solution to the problems presented by the migrant worker.

LOOKING AHEAD

The CHAIRMAN. Will the California State Defense Council give any attention to the task of devising some sort of economic cushion after this emergency is over?

Mr. GARDNER. I am sure it will, Mr. Chairman. One of the first points that was brought out in connection with the defense council activity was that it should not only look at the present situation, but be the one agency that should look ahead to see where we are going after the emergency is passed, to think now in terms of problems of readjustment, and to work with agencies such as planning boards that are also thinking of future possibilities, and to try to lessen the impact of these problems when they are presented.

Now, I wonder if I could leave with you, Mr. Chairman, a report of the cities and the national-defense program, which has just been released by the American Municipal Association, an excellent summary of the impact of this whole program among local agencies, and the relationship of the State and local governments. It has a very interesting chapter on looking ahead, which will probably interest you.

The CHAIRMAN. Yes. Miss Reporter, I would like to have you mark this book for the committee's files. (The document referred to is held in committee files.)

Thank you very much, Mr. Gardner. Please give my respects to the Governor.

Now, we will call Mr. Neustadt.

TESTIMONY OF RICHARD M. NEUSTADT, REGIONAL DEFENSE COORDINATOR, FEDERAL SECURITY AGENCY, SAN FRANCISCO, CALIF.

The CHAIRMAN. Mr. Neustadt, will you please give us your full name for the record?

Mr. NEUSTADT. Richard M. Neustadt, Regional Director of the Social Security Board, Federal Security Agency, and also Regional Defense Coordinator.

The CHAIRMAN. How long have you been connected with the Social Security Board?

Mr. NEUSTADT. Five years.

The CHAIRMAN. And what is your territory?

Mr. NEUSTADT. The States of California, Oregon, Washington, and Nevada, with offices in San Francisco.

The CHAIRMAN. You cover a lot of territory.

Mr. NEUSTADT. Unfortunately, yes, sir; a beautiful territory, though.

The CHAIRMAN. Mr. Neustadt, while I am out here as a member of this congressional committee, we also have staffs of investigators in sections of Connecticut, New Jersey, and Maryland where the pressure as a result of this national-defense program is the greatest. We shall hold hearings within the next month in all those places, but our information is that San Diego may become one of the "hottest spots" in the United States in regard to that matter, and that is why I am out here now.

Now, as you know, this committee has been in existence over a year, and we have been all over the United States, looking into the general subject of interstate migration. The committee was continued by Congress because of the fact that migration has not decreased, but rather has increased, on account of the national-defense program, upon which we shall report to Congress in August. So that is what we are concerned with.

Mr. NEUSTADT. Yes, sir.

The CHAIRMAN. We have your prepared statement, which will be made a part of the record.

(The statement referred to appears below.)

STATEMENT BY RICHARD M. NEUSTADT, REGIONAL DEFENSE COORDINATOR, FEDERAL SECURITY AGENCY, SAN FRANCISCO, CALIF.

By Executive order of the President, the United States Employment Service was consolidated with the Bureau of Unemployment Compensation to become the Bureau of Employment Security of the Social Security Board in July 1939. This bureau, under the direction of the Board, was made responsible for the coordination of the unemployment compensation and employment service functions administered by the States under the terms of the Social Security and Wagner-Peyser Acts.

One of the major responsibilities of the bureau, in cooperation with State agencies, is to prepare reports on national and local labor market conditions, particularly as relating to the supply of workers and the demand for workers. Most of this material has been forwarded to the Office of Production Management in

Washington, D. C. The reports show some of the major effects of the defense program on San Diego.

Monthly data for the four major aircraft companies in San Diego show that aircraft employment has increased from approximately 15,000 in October 1940 to approximately 20,000 in May 1941. The figures indicate no appreciable increase in aircraft employment since February 1941, approximately 19,000 workers being employed in aircraft at that time.

LABOR MARKET SURVEY

Last January the Bureau of Employment Security requested the California Department of Employment to conduct a labor market survey in the San Diego area. This report was completed on February 14, 1941.

The report showed that aircraft manufacturers then employing 18,000 workers in San Diego expected to add 12,000 new employes before August 1941. A review of the employment office active files indicated that only 245 male applicants possessing bona fide skills for these openings were available. These data, together with other information on the supply of workers, indicated a local shortage of more than 11,000 workers in the next 6 months. It was estimated that approximately 10,000 workers would have to be brought into the community in order to meet aircraft industry demands alone.

A review of training facilities in the vicinity of San Diego, including both public and private schools, indicated that a maximum of 3,500 local trainees could be made available to employers within the next 6 months. It was expected, however, that most of these trainees would have to be recruited outside of San Diego since the local trainee supply was apparently nearly exhausted.

EXPECT HALF OF NEW WOPKERS FROM MIDWEST

The report also stated that the San Diego aircraft companies expected to secure 50 percent of the 10,000 workers from the Middle West. Two major San Diego plants had agents in the Middle West attempting to secure workers at the time the report was compiled.

It was also estimated that of the 10,000 workers to be brought into the community, approximately 25 percent would be single men under 25 years of age. Most of those recruited would be between 30 and 40 years of age. Wage rates being offered by the aircraft companies at the time indicated that very few would earn as much as $40 a week.

The most recent reports on demand and supply in the San Diego area as collected during the period from May 1 to May 15 and as supplemented by material obtained during the week of June 2, indicated that four major San Diego aircraft plants now employing 20,000 workers expected to hire approximately 15,000 workers during the following 6-month period. Of these 15,000, approximately 1,000 would be hired during the first and second months, 6,000 during the third and fourth months, and 8,000 during the fifth and sixth months. Reports on anticipated hiring by defense employers in shipbuilding and metal industries indicate appreciable increases in hiring activities in these trades during the next 6 months.

The reports for the two periods, February and May, indicate that the hiring schedule anticipated in February has not been maintained to the degree originally expected. If the hiring schedules submitted in May are met, the demands will undoubtedly have to be satisfied by outside workers.

SAN DIEGO LABOR SUPPLY

Figures on the supply of workers in San Diego as reported by the department of employment on May 17, showed that very few of the present openings could be met by local supply. Trainees are now being secured from other localities. Employers report existing shortages in all skilled occupations.

A report on defense labor migration in California was also prepared by the California department of employment in cooperation with the Social Security Board on May 2, 1941. The report states that approximately 12,000 workers had come into San Diego County from the period from August 1940 to May 1941 to look for aircraft jobs. Approximately 8,000 of these workers had been hired and another 1,000 not yet at work had gone into pretraining classes.

It was also estimated that construction work on military establishments, defense housing, new plant facilities, and other construction contracts had drawn another 6,000 additional workers into the area since August 1940, of whom about 4,000 found work. This influx of construction workers passed its peak in March and

has now begun to decline. Construction workers who had migrated to the San Diego area were leaving the area in considerable numbers at the time the report was compiled.

In addition to the 12,000 persons in search of aircraft employment and the 6,000 construction workers who migrated to the area, approximately 4,500 white-collar workers also migrated to San Diego.

It was estimated that of the above migrants to the San Diego area, about 80 percent were men, the majority of whom were between 30 and 40 years of age. It was also estimated that 50 percent of the men were married, although half of this 50 percent probably left their families and came to San Diego alone.

MOST IN-MIGRANTS UNSKILLED

Between 15 and 20 percent of the incoming workers in search of aircraft jobs were believed to be professional skilled workers. The larger proportion of those seeking aircraft work, however, were semiskilled or unskilled workers, many of whom had little experience. It was also estimated that only about 20 percent of the aircraft workers coming into the San Diego area were from California. About 1,500 aircraft workers came from eastern cities, and most of the remainder from the north-central States and the Middle West. About 500 Negro construction workers came from cities in the north-central States. The report states:

"Rumors and newspaper accounts of defense activities have undoubtedly played an important part in sending workers into San Diego, particularly for construction work, but the relative inaccessibility of the city places it at a disadvantage in competing with Los Angeles for freely migrating workers. Much heavier reliance has been placed on recruiting, and the two major aircraft plants have maintained personnel officers in Chicago and New York for the past several months. Both skilled metal trades workers and trainees have been extensively recruited, although not always hired, by these representatives. Arrangements have also been made to recruit workers through private preemployment training schools located in the north-central States.

"The local shortage of housing has forced unsuccessful job seekers to move out of the city almost immediately. The presence of out-of-town trainees in preemployment courses, without adequate means of subsistence, has raised serious local problems.

"The influx of workers has raised more serious social problems in San Diego than in either Los Angeles or the San Francisco Bay area, but the rapid outflow of unsuccessful job seekers has eased the burden somewhat."

POPULATION ESTIMATED AT 260,000

Neither the Bureau of Employment Security nor the California Department of Employment has attempted to estimate the net increase in population in San Diego since the inception of the defense program. However, a report from the San Diego Chamber of Commerce, which seems reasonably accurate, indicates a net increase of 57,000 persons since April 1940. On this basis, the present population of the city would be approximately 260,000 persons as compared with the 203,000 enumerated in the April 1940 census.

The San Diego Chamber of Commerce also estimates that another 52,000 persons, as based on anticipated hiring schedules and expected migration, will be added to the present population by the spring of 1942. The above figure may be slightly low. It would be reasonable to assume that if anticipated labor needs are met the population of San Diego may equal from 312,000 to 322,000 in the spring of 1942.

In other words, the problems created by an influx of new workers and persons searching for work in San Diego will become increasingly pressing during the coming year.

INTERSTATE CLEARANCE OFFICES

As part of its responsibility for meeting this situation, the Bureau of Employment Security has established 13 major interstate clearance offices throughout the county. These clearance offices, working in cooperation with the States and their 3,500 local employment offices and itinerant stations, are attempting to provide for the orderly clearance of workers to areas which need them, and to prevent needless, unnecessary, and wasteful migration.

The bureau has attempted to accomplish these objectives by requesting employers to utilize the local labor supply prior to attempts to recruit workers from outside areas. In cases where outside recruiting has been necessary, the bureau

has requested employers to utilize the employment service. If this procedure is followed, every attempt is made to secure workers in the immediate vicinity of the job.

At the same time, the bureau has advised job applicants against migration to other areas in search of work. By the use of the clearance system, workers can be advised when and where job opportunities exist.

In Mr. Knudsen's letter of February 27, addressed to employers holding defense contracts, the desirability of recruiting workers through local State-operated employment offices was reemphasized. It was further pointed out that employers should utilize the local labor supply through the medium of their local public employment offices, thereby eliminating labor scouting, Nation-wide advertising, and needless duplication of existing recruitment and placement facilities. Also, by fully using the local labor supply, unnecessary migration of labor, high rates of labor turnover, and other inefficient practices could be reduced to a minimum.

To what extent this has been accomplished in the San Diego area is questionable. It is understood that one of the largest local defense employers has been recruiting workers in eastern States for several months. To my knowledge, only two orders for San Diego defense employers have been put into intrastate or interstate clearance within the last several months. One order is for an unlimited number of toolmakers, and the other is for 1,000 aircraft trainees for training in San Diego national-defense vocational schools. It has been requested that this order for trainees be distributed to the States in Social Security Board Regions XI and XII, and New Mexico, North Dakota, South Dakota, and Texas.

AFTER THE EMERGENCY, WHAT?

The question naturally arises as to what will happen to the defense migrants as well as the national economy after the emergency. In this respect, it is interesting to note that many of the leading economists in this country and in Great Britain have recommended the use of "forced saving" to prevent inflation during the present period and to provide a cushion against deflation following the emergency. One of the best methods of saving which would at the same time achieve a worth-while social objective would be the extension of coverage under the Social Security Act.

At present nearly half the workers in the country are not employed under full-time coverage of the old-age insurance system. Nearly as many are not covered under the State unemployment compensation systems. The reason that these groups have been excluded from coverage was that at the inception of the Social Security Act, it was believed the administrative problems relating to coverage of agricultural workers, domestic servants, maritime workers, and other excluded groups, would be too great. However, we have now had 6 years of experience in the administration of the Social Security Act, and it would appear that the problems originally envisioned can be solved. The President of the United States and the Social Security Advisory Council have repeatedly recommended that the excluded groups be covered. Savings now would provide a cushion for the shock following an emergency period.

An examination of the condition of the unemployment trust fund in California at present reveals that approximately $175,000,000 are now available for benefits. Estimates of the California department indicate that approximately $78,000,000 will be received in contributions this year, and that $62,000,000 will be paid out in benefits. This means that the California unemployment insurance fund will equal approximately $185,000,000 by January 1, 1942. It should be noted in this regard that approximately $1,380,000 as estimated by the California Department of Employment will not be collected in California this year because of experience rating provisions. A greater reduction in contributions can be expected because of experience rating in subsequent years.

By extending the coverage under the unemployment compensation system in California at this time we could not only provide present protection for the large number of workers who are in industrialized agriculture and other fields, but also could provide broader reserves that could be used for the protection of all workers to face whatever additional hazards may be brought about by the cessation of the defense emergency. For this we will have to look to the Congress for leadership rather than to the State.

It is my understanding that the Social Security Board has made recommendations to the President, not only on the extension of coverage of the present law, but also with respect to extending the device of social insurance to other hazards as well as those of old age and unemployment. These will be brought to the attention of the Congress by the President. Pending such submission it would not be proper for me to discuss them.

Anticipated hirings for next 6 months by major aircraft plants in California as reported May 15, 1941 [1]

	Present employment	Current needs	Hirings		
			First and second months	Third and fourth months	Fifth and sixth months
San Diego	18,900	452	1,140	5,788	7,338
Los Angeles	77,056	5,262	5,998	8,245	7,507

[1] Source: Department of Employment, California. Smaller plants not included.

(As supplementary material, the following tabulation was obtained from the office of the National Youth Administration for California, San Diego, Calif., and was entered as a part of the record.)

Source of National Youth Administration youth workers, July 1940 to June 1941

[Total, 1,369; 746 male and 623f emale]

UNITED STATES

	Male	Female	Total
Alabama:			
Gadsden	0	1	
Mobile	0	1	
Robertsdale	0	1	
Total	0	3	3
Arizona:			
Benson	1	0	
Bisbee	0	1	
Buckeye	1	0	
Camp Verde	1	0	
Chandler	1	0	
Douglas	0	1	
Florence	1	1	
Globe	0	2	
Holbrook	0	1	
Mesa	1	0	
Naco	0	1	
Nogales	4	1	
Patagonia	0	1	
Phoenix	4	5	
Poltec	1	0	
Prescott	2	0	
Silverbell	0	1	
Somerton	0	1	
Tucson	1	0	
Yuma	0	1	
Total	18	17	35
Arkansas:			
Baxter	1	0	
Crossitt	0	1	
Dumas	1	0	
Erwin	1	0	
Fayetteville	2	0	
Garner	1	0	
Hartford	1	0	
Lake City	1	0	
Lavaca	1	0	
Little Rock	2	0	
Total	11	1	12
California:			
Aguanga	1	0	
Alameda	1	0	
Arlington	1	0	
Alpargh	0	1	
Alpine	1	0	
Banning	1	0	
Bellflower	1	0	
Blythe	0	1	
Brawley	0	1	
Calexico	2	3	
Campo	1	2	
Carlsbad	6	3	
Chico	1	0	
Chula Vista	2	6	
Colusa	0	1	

	Male	Female	Total
California—Continued.			
Corona	3	0	
Coronado	0	4	
Covina	0	1	
Dulzura	1	1	
El Cajon	9	4	
El Centro	2	2	
El Chino	1	0	
Encinitas	0	1	
Escondido	13	15	
Fallbrook	0	1	
Filmore	1	0	
Fresno	1	1	
Glenn County	1	0	
Grossmont	0	2	
Hanford	2	0	
Hemet	1	0	
Hercules	1	0	
Holtville	3	2	
Idindale	2	0	
Imperial	1	1	
Indio	1	0	
Julian	1	2	
Lakeside	0	2	
La Mesa	5	4	
Long Beach	1	0	
Los Angeles	14	11	
Lows	1	0	
Mesa Grande	1	0	
National City	7	17	
Needles	0	1	
Oakland	5	5	
Oatville	1	0	
Oceanside	5	0	
Ontario	1	1	
Otay	0	1	
Palm City	1	0	
Pasadena	3	2	
Perris	1	0	
Pomona	3	0	
Ramona	3	4	
Riverside	9	2	
Sacramento	0	1	
San Bernardino	3	0	
San Diego	182	300	
San Francisco	2	3	
San Jose	1	0	
San Pedro	2	1	
San Ysidro	1	3	
Santa Ana	1	2	
Santa Barbara	2	3	
Santa Clara	1	0	
Santa Maria	1	0	
Santa Rosa	1	0	
Temecula	1	0	
Turlock	0	1	
Victorville	1	0	
Vista	0	1	
Total	322	420	742

Source of National Youth Administration youth workers, July 1940 to June 1941—Continued.

UNITED STATES—Continued

	Male	Female	Total
Colorado:			
Atwood	1	0	
Brush	1	1	
College Springs	1	0	
Cortez	1	0	
Craig	2	0	
Denver	3	3	
Fowler	2	0	
Grover	1	0	
Loveland	2	0	
Otis	1	0	
Pueblo	2	0	
Rocky Ford	0	1	
Salida	1	0	
San Luis	0	1	
Sedalia	1	0	
Sterling	0	1	
Tabernash	1	0	
Total	20	7	27
Connecticut:			
Hartford	1	0	
South Manchester	1	0	
Wethersfield	0	1	
Total	2	1	3
Delaware			None
District of Columbia:			
Washington	2	0	2
Florida:			
Key West	0	1	
Washington	0	1	
Total	0	2	2
Georgia: Savannah	1	0	1
Idaho:			
Coeur d'Alene	1	0	
Deary	4	0	
Emmett	1	0	
Hageh	1	0	
Hazelton	1	0	
Indian Valley	0	1	
Jerome	1	0	
Moscow	5	0	
Nampa	1	0	
Orifino	2	0	
Rupert	1	0	
Shelley	1	0	
Total	19	1	20
Illinois:			
Carmago	0	1	
Chicago	10	9	
Dickson	1	0	
Dwight	1	0	
Genesau	1	0	
Havana	0	1	
Irving	0	1	
Livingston	1	0	
Macomb	0	1	
Mahomet	1	0	
Marion	1	0	
Murphysville	2	0	
Osco	1	0	
Sparta	0	1	
Vienna	0	1	
Total	19	15	34
Indiana:			
Dana	0	1	
French Lick	0	1	
Holton	0	1	
Indianapolis	1	0	
Kokomo	2	0	
Total	3	3	6

	Male	Female	Total
Iowa:			
Aidin	1	0	
Black Hawk	0	1	
Burlington	0	1	
Cedar Rapids	1	1	
Chariton	0	1	
Cresco	1	0	
Dayton	1	0	
Decora	1	0	
Des Moines	2	1	
Farnhamville	1	0	
Hornick	0	1	
Imogene	0	1	
Keokuk	0	1	
Lamona	1	0	
Marshalltown	1	0	
Menlo	1	0	
Mondamin	1	0	
Muscatine	1	0	
Newell	0	1	
Numa	1	0	
Onslow	0	1	
Promise City	0	1	
Sioux City	2	0	
Springville	1	0	
Waterloo	1	0	
Total	18	11	29
Kansas:			
Burlington	1	0	
Clark	1	0	
Coffeyville	0	1	
Fredonia	1	0	
Girard	1	0	
Hanover	1	0	
Kansas City	1	0	
La Harpe	1	0	
Manhattan	0	1	
Molina	0	1	
Osage	1	0	
Ossawatomi	0	1	
Parsons	0	1	
Pittsburg	0	1	
Salina	0	2	
Sylvia	1	0	
Topeka	1	0	
Wichita	1	0	
Total	11	8	19
Kentucky: Louisville	2	0	2
Louisiana:			
Garyville	1	0	
New Orleans	0	1	
Shreveport	0	1	
Total	1	2	3
Maine:			
Lewiston	2	0	
North Anson	0	1	
Sanford	1	0	
Total	3	1	4
Maryland: Park Mills	1	0	1
Massachusetts:			
Boston	2	1	
Cambridge	0	1	
Fall River	1	1	
Lowell	0	1	
Lynn	0	1	
Newton	0	1	
Stoughon	0	1	
Total	3	7	10

Source of National Youth Administration youth workers, July 1940 to June 1941—Continued.

UNITED STATES—Continued

	Male	Female	Total
Michigan:			
Bay City	1	0	
Detroit	1	5	
Evart	1	0	
Pearl	1	0	
Saginaw	1	0	
Total	5	5	10
Minnesota:			
Alexandria	0	1	
Albert Lea	1	0	
Amboy	1	0	
Austin	1	0	
Biwabik	0	1	
Blooming Prairie	1	0	
Carlton	1	0	
Duluth	1	0	
Mankato	1	0	
Minneapolis	2	2	
Minnesota Lake	1	0	
Montrose	1	0	
New William	0	1	
Regal	1	0	
St. Paul	2	1	
Waseca	1	0	
Winona	1	0	
Zumbro Falls	1	0	
Total	17	6	23
Mississippi: McComb	1	0	1
Missouri:			
Carterville	1	0	
Columbia	1	0	
Conway	1	0	
Jefferson City	2	0	
Kahoka	1	0	
Kansas City	3	1	
Miller	0	1	
Moberly	1	0	
Neosho	1	0	
Nevada	1	0	
Pocahantas	1	0	
St. Catherine	1	0	
St. Charles	1	0	
St. Joseph	1	0	
St. Louis	1	0	
Savannah	1	0	
Shulhop	1	0	
Vanzont	1	0	
Webb City	0	1	
Total	20	3	23
Montana:			
Butler	0	1	
Butte	1	1	
Glasgow	3	0	
Lewistown	1	0	
Plevina	1	0	
Ranch Creek	1	0	
Total	7	2	9
Nebraska:			
Ansley	2	0	
Ashton	1	0	
Auburn	0	1	
Boles	1	0	
Broken Bow	1	0	
Franklin	1	0	
Glenville	1	0	
Greeley	0	1	
Harrison	0	1	
Hartington	1	0	
Lincoln	0	1	
North Platte	2	0	
Omaha	1	1	
Randolph	0	1	

	Male	Female	Total
Nebraska—Continued.			
Sidney	1	0	
Stratton	3	0	
Unadilla	1	0	
Total	16	6	22
Nevada: Calienta	1	0	1
New Hampshire: Melford	1	0	1
New Jersey:			
Camden	1	0	
Newark	1	0	
Princeton	1	0	
Trenton	1	0	
Total	4	0	4
New Mexico:			
Alamogordo	1	0	
Albuquerque	1	0	
Dona Ana	1	0	
Elida	0	1	
Gallup	1	1	
Hurley	1	0	
Jarrison	1	0	
Roswell	0	1	
San Jon	1	0	
Silver City	1	0	
Socorro	1	0	
Tucumari	1	0	
Total	10	3	13
New York:			
Brooklyn	4	1	
Buffalo	0	2	
Fairport	1	0	
Fort Plain	1	0	
New York City	4	4	
Patchogue	0	1	
Rochester	0	1	
Saugerties	0	1	
Utica	0	1	
Waterloo	0	1	
Total	10	12	22
North Carolina:			
Connelly Springs	1	0	
Wilmington	1	1	
Total	2	1	3
North Dakota:			
Charleson	0	1	
Columbus	0	1	
Huron	1	0	
Jamestown	1	0	
Mountain	1	0	
Regent	1	1	
Total	4	3	7
Ohio:			
Akron	0	2	
Cambridge	0	1	
Caton	0	1	
Cleveland	1	1	
Columbus	2	1	
Lakeview	0	1	
Lorrain	0	1	
Middletown	1	0	
Paulsvissey	1	0	
St. Paris	0	1	
South Viamaid	0	1	
Toledo	0	1	
Warren	0	1	
Total	5	12	17

Source of National Youth Administration youth workers, July 1940 to June 1941—Continued.

UNITED STATES—Continued

	Male	Female	Total
Oklahoma:			
Ada	1	0	
Antlers	1	0	
Austin	1	0	
Beaver	1	0	
Calium	1	0	
Chandler	0	1	
Claremore	1	0	
Dewey	1	0	
Duart	1	0	
Duncan	1	0	
Dustin	0	1	
Glencoe	1	0	
Guthrie	1	0	
Hartshorne	1	0	
Hayward	1	0	
Healdton	1	0	
Hobart	1	0	
Hugo	0	1	
Jennings	0	1	
Kingfisher	1	0	
Konawa	0	1	
Luma	1	0	
McAllister	1	0	
Mellete	1	0	
Norman	0	2	
Oklahoma City	2	0	
Osage	1	0	
Pauls Valley	1	0	
Ringling	1	0	
Sapulpa	1	0	
Thackerville	1	0	
Wales	1	0	
Total	27	7	34
Oregon:			
Corvallis	1	0	
Ione	1	0	
Milan	1	0	
Portland	0	4	
Total	3	4	7
Pennsylvania:			
Brockway	0	1	
DuBois	1	0	
Erie	1	0	
Ernaus	1	0	
Export	0	1	
Harrisburg	1	1	
Philadelphia	1	2	
Total	5	5	10
Rhode Island:			
Newport	2	0	
Providence	0	2	
West Barrington	0	1	
Total	2	3	5
South Carolina: Lawrence	1	0	1
South Dakota:			
Aberdeen	1	0	
Lead	1	0	
Miller	1	0	
Mitchell	2	0	
Rapid City	1	0	
Redig	1	0	
Sioux Falls	0	1	
Webster	3	0	
Yankton	1	0	
Total	11	1	12
Tennessee:			
Nashville	1	1	
Olive Hill	1	0	
Springfield	0	1	
Total	2	2	4
Texas:			
Athens	2	0	
Breckenridge	1	0	
Corpus Christi	0	1	
Dallas	3	2	
Denison	1	0	
Dublin	1	0	
El Paso	3	3	
Fort Worth	1	3	
Galveston	1	0	
Herne	1	0	
Houston	1	2	
Jasper	1	0	
Kemp	0	1	
Lubbock	1	0	
Mart	1	0	
Memphis	1	0	
O'Donnell	1	0	
Palestine	1	0	
Pampa	1	0	
Paris	1	0	
Pilot Point	1	0	
Port Arthur	1	0	
San Antonio	0	3	
Sherman	1	0	
Shive	1	0	
Sinton	1	0	
Vernon	1	0	
Waco	1	0	
Wills Point	0	1	
Woodson	1	0	
Total	31	16	47
Utah:			
Farmington	1	0	
Provo	1	0	
St. George	1	0	
Salt Lake City	8	3	
Soldier Summit	1	0	
Southerland	1	0	
Springville	1	0	
Total	14	3	17
Vermont			None
Virginia:			
Fort Eustis	0	1	
Norton	1	0	
Petersburg	1	0	
Richmond	1	1	
Ruxville	1	0	
Total	4	2	6
Washington:			
Elma	1	0	
Gertrude	1	0	
Hillard	1	0	
Hoquiam	1	0	
Lakeside	1	0	
Lunden	1	0	
Port Orchard	1	0	
Sam	1	0	
Seattle	0	3	
Vancouver	0	1	
Yakima	0	1	
Total	8	5	13

Source of National Youth Administration youth workers, July 1940 to June 1941—Continued.

UNITED STATES—Continued

	Male	Female	Total		Mlea	Female	Total
West Virginia:				Wyoming—Continued			
Clarksburg	0	1		Casper	14	1	
Elkins	0	1		Cheyenne	18	0	
Filbert	1	0		Diamondville	1	0	
Salem	1	0		Frontier	1	0	
				Gillette	2	0	
Total	2	2	4	Kemmerer	4	0	
				LaGrange	1	0	
Wisconsin:				Laramie	3	0	
Beloit	0	1		Lovell	1	0	
Blair	1	0		Lyman	2	0	
Chippewa Falls	1	0		New Castle	0	1	
Green Bay	1	0		Pinedale	1	0	
Greenwood	1	0		Powell	2	0	
LaCrosse	1	0		Rawlins	1	0	
Maiden Rock	0	1		Saratoga	1	0	
Marchfield	1	0		Sheridan	0	1	
Milwaukee	0	1		Torrington	2	0	
				Uva	1	0	
Total	6	3	9	Wheatland	1	0	
Wyoming:				Total	58	3	61
Albany	1	0					
Burns	1	0					

UNITED STATES TERRITORIES

Alaska:				Canal Zone: Colon	0	1	1
Anchorage	0	1		Hawaii: Honolulu	1	1	2
Fairbanks	1	0		Virgin Islands	0	1	1
Kodiak	0	1					
Total	1	2	3				

FOREIGN COUNTRIES

Canada:				Denmark	1	0	1
Alberta	0	1		England: London	0	1	1
Chatam, Ontario	1	0		Italy	1	0	1
London, Ontario	1	0					
Prince Albert, Saskatchewan	0	2		Mexico:			
Toronto	1	0		Gaudalajara	0	1	
Vancouver, British Columbia	1	0		Tijuana	3	1	
				Total	3	2	5
Total	4	3	7	Nicaragua: Corinto	1	0	1
				Santo Domingo: Santiago	0	1	1

TESTIMONY OF RICHARD M. NEUSTADT—Resumed

The CHAIRMAN. Now, let us take this matter up formally, because I would like to get your views on some matters. What about these trainees coming in here, in the schools? You heard Dr. Crawford's testimony?

Mr. NEUSTADT. Yes.

TRAINEES UNPAID

The CHAIRMAN. Because of the fact that the present supply of trainees will soon be exhausted, so far as San Diego is concerned, this question occurs to me: When the trainees come in here, do they get any money?

Mr. NEUSTADT. No, sir; they do not at the present time. If you wish me to expand that picture a bit, perhaps I can.

The CHAIRMAN. Yes.

Mr. NEUSTADT. The paper plan of organization calls for the employment service, the State department of employment, to act as the official aid to industry. That agency will get data on future plans for expansion, and employment needs would then be cleared through that agency. The employment service goes to the school department and tells them what kind of courses they will need, and the number of boys to be trained. The schools train them, and the employment service then has the reports and places them for work.

I say, that is the paper plan, and it is pretty good, it works pretty well. However, there are two missing links. In the first place, industry—I am saying this without criticism—has not been able under the emergency conditions to predict with any great accuracy how many people it is going to need, so it has had the difficulty here in San Diego of bringing boys in and having them trained. And if defense industry is not ready to take them at once, the boys have no work, so they drift away, probably to other jobs. Secondly, the employers, in spite of the fact they are desirous of having the men trained locally, have gone into the Middle West or gone back to the East and taken men trained in those sections through various agencies.

SUBSISTENCE PLAN

That is a problem that needs consideration. It should be possible to rearrange the contracts with the O. P. M. so that the people could bring the boys here specifically with jobs in mind. They should interview them carefully and, through the clearance system of the United States Employment Service, decide that these are the boys they want, then bring them to San Diego on a subsistence plan—and when I am speaking of "boys" I mean all those up to 30 years of age—and let them be trained while they are earning at least a subsistence, living in barracks or dormitories.

The CHAIRMAN. In other words, we need a little better clearing house?

Mr. NEUSTADT. Very much, and a little better planning all the way down the line.

"GRAPEVINE" STILL AT WORK

The CHAIRMAN. Let me ask you, Mr. Neustadt: How do these boys know where to go?

Mr. NEUSTADT. Well, there again I have to go back to the paper plan. The clearance system is working pretty well, but you can't stop the "grapevine," and you can't stop people from coming because they learn others are getting jobs. The industries are endeavoring to cut down on their advertising and their recruiting back east, but they have not cut down 100 percent, they still send east to bring a few people out, those few bring other people, and you get a migration of people who are not going to get jobs when they get here.

It is infinitely better than it used to be, but not as good as it should be. If we could work out a system under which the confidence between the worker and the employment office was such that the worker would go to the local office, confident of finding out whether there is a job in San Diego before he comes out, we would have a pretty well ordered society. We are working toward it. There has been a great

improvement. I went through the employment service in the last war, and the present plan is much better.

But out here in San Diego you have a melting pot in a very small container, and the fire is pretty hot, and it is boiling over. That is all.

The CHAIRMAN. Our original investigation, in which we visited many States during the past session of Congress, indicated a woeful lack of information among people who were going to move from State to State. They started out from their home States, many of them never having been away from home. First they ran to some private employment agency and were promised jobs at one thing or another. But when they reached their destinations, they found there weren't any such jobs.

Mr. NEUSTADT. That is being improved upon, but it isn't nearly perfect yet.

FARM-LABOR SHORTAGES

In this year California, I think, is in much better shape. In other words, they have better relations with Oklahoma, Arkansas, and Texas employment services. But still there is a lot of loose migration both ways and, as you know, there are labor shortages beginning in the agricultural fields of the Northwest.

Recently, we had a very interesting exchange of information between the employment departments of these western States, which actually made it possible for the employment agency of California to arrange for 4,000 families to go into Oregon to pick the crops there, and they will be returned at the end of the season, back to their homes. That can be done.

The CHAIRMAN. In other words, where a year ago several States were trying to keep the migrant workers out, now you are trying to get them in.

Mr. NEUSTADT. Yes. It is either a feast or a famine, and right now it is a famine, in some instances. In California I understand that agriculture will have enough workers this year, but next year there will be a shortage. Now there is needed a clearance agency, so that the workers can go where the employment is, and find out about conditions where they want to go.

The workers come in for the defense industries from the agricultural States back east, or from what I understand was called the Middle West, the southern tier of States. They want work. If they can get work in the relatively high-wage industries, they would like it. Otherwise, they will go to the farms. They are farm boys, most of them, and if we can bring them out when they are needed, and where they are needed, we will have something sensible.

NO GUARANTY TO TRAINEES

Now, on the question of paying them while they are training, there is much to be said. Recently it was estimated by the aircraft industry that approximately 10,000 workers would have to be brought into the community in order to meet their demands, and that they will want them within 6 months. Some of the big companies have advertised in the newspapers to that effect. Now those boys come out to San Diego or Los Angeles, to be trained in the schools for 6 to 8 weeks.

They offer them no guaranty of employment, and how those men can come and take care of themselves for 6 to 8 weeks is a great question. I doubt whether that is the rational way of doing things.

The CHAIRMAN. Well, I have lived with this problem for about a year, and I don't know everything about it yet.

But with reference to giving information to these people who are intending to move or who contemplate moving, no matter what information is given at home, they will take the road, because there comes a time, on account of circumstances over which they will have no control, when they are not going to sit still and starve. But if, for instance, at the border of California or Arizona or Texas on the main highways, we had some Government agency or overnight camp for them, where a man could get quarters and could be put up for the night, and where he could get the information that the Federal Government has with respect to employment in the various States, that might be a fine thing.

Mr. NEUSTADT. No doubt about that.

The CHAIRMAN. You see, this has an important bearing on the morale of those people.

EMPLOYMENT OFFICE ROAD SIGNS

Mr. NEUSTADT. You would be interested to learn that, as a result of your committee's previous hearings in California, the California State Department of Employment is putting up large white signboards on the highways directing the people to the local employment offices.

The CHAIRMAN. That is a fine movement.

Mr. NEUSTADT. It is a common sense thing that can be done. Then they are working in all the camps of the Farm Security Administration. I think under this present emergency we ought to adopt the same devices and have some camps for nonfarm people who arrive at our borders.

The CHAIRMAN. Our figures show that the industrial migration is in excess of farm migration.

Mr. NEUSTADT. I think so, sir, and I think it is the same kind of migration—people looking for work—and if they can't get work in the industry where they think there is high pay, they will go into agricultural labor.

The CHAIRMAN. Millions of those people have taken to the road. They are good American citizens. Many of them have lived on farms all their lives. Treating them the way they have been treated in the past just strikes at the morale of this country, and whatever does that, strikes at our national defense.

Mr. NEUSTADT. Absolutely. As a matter of fact, we are encouraging the farm boys to go into the aircraft industry. We are actually preaching to them to do their bit. If we treat them the way you speak of, we are breaking down their morale, and the civilian morale is as important as military morale.

LIBERAL SOCIAL SECURITY BENEFITS

The CHAIRMAN. Another matter we are deeply concerned with is the aftermath of this emergency. To me—I am not speaking for the committee now, I am just expressing my own opinion—this is of as

great importance as our present emergency in national defense, and probably greater. Now, what cushions can be employed after the war nobody knows. We are going to investigate and go into it thoroughly everywhere we go, as thoroughly as we can. Something was said yesterday about compulsory unemployment insurance for these migrants.

Mr. NEUSTADT. Yes.

The CHAIRMAN. Now, would you tell us your idea about that?

Mr. NEUSTADT. Of course, you are familiar with the Social Security Act and the unemployment compensation plan. In this State the provisions, the benefits, are fairly liberal. A man can get as much as $18 a week for 20 weeks. He has to earn $300 during the year to be eligible.

The CHAIRMAN. For how long does that continue? Just 1 year—that unemployment compensation?

Mr. NEUSTADT. Yes. The benefit is based on each year of work, and in 1 year, if he has earned $300, he can get the maximum. It is a wage-loss insurance.

The CHAIRMAN. Yes.

DISMISSAL WAGE PLAN

Mr. NEUSTADT. That scheme could be and should be extended in its coverage. Now, it covers workers in industry, not in agricultural fields. Unfortunately, Congress took out of the national act the agricultural workers, in both old-age and unemployment insurance, and the States are trying to follow that trend. The reverse should be the case, for that at least is a minimum protection.

Then I have been personally interested here—I am speaking personally now——

The CHAIRMAN. Go right ahead.

Mr. NEUSTADT. Over and above the minimum protection of unemployment compensation, I should think in an emergency of this kind we could work out a dismissal-wage plan, whereby the industry, as a part of its proper charge, would pay the man not only his regular wages, but also build up for him a dismissal wage that might carry him for quite a number of months. That has been done in this country. It is known as a perfectly sound scheme, and it has been brought out, as you know, dramatically, by some unions and employers, in such cases as the railroads.

You will recall when the Southern Pacific wanted to discontinue their ferries from the bay of San Francisco, an award was made in which they had to pay the workers 5 years' pay. That was for long-time employment, and they wanted the 5 years' pay—dismissal pay—as a reward for long service.

It seems to me, as the boys are coming here to work for Consolidated Aircraft for 3 to 5 years, and then as the war or defense condition drops off and they are let out, it would be a perfectly proper charge on industry that over and above their unemployment compensation, the employees would be entitled to a dismissal wage, based on the length of their service.

CHARGE TO PRODUCTION

The CHAIRMAN. Where would that come from—Consolidated?

Mr. NEUSTADT. As a cost of production that is mingled with the employment. It is all the same thing. It would seem that cost of

production would properly be chargeable with that item. That is just my personal thought about it.

The CHAIRMAN. I understand. You are not speaking for the Board?

Mr. NEUSTADT. No; not on that.

The CHAIRMAN. I think that is most interesting.

Mr. NEUSTADT. You will find many precedents. If you are going into Connecticut, you will find one at Hartford. It is better than attempting to make a special classification of unemployment, because if you attempted that governmentally, you would have to differentiate between the boys that are working for defense industries and the boys that are not working for them, and then you get into certain differences, both social and municipal. Why should a family that went to another State get a benefit which the family that stayed in the State does not? Instead of making the State the one responsible for that, why not the industry?

The CHAIRMAN. Why haven't the companies followed that up, do you know?

Mr. NEUSTADT. No. I couldn't enumerate all the human reasons. I don't think there is just one reason.

The CHAIRMAN. How long has that system been used, in the instance you mention?

Mr. NEUSTADT. That is just an instance where a company shut down, and by agreement with the workers, paid them a dismissal wage of 1 year's pay.

PEOPLE WANT WORK

The CHAIRMAN. You are firmly convinced, are you not, Mr. Neustadt, that some scheme is necessary to soften the impact after the war is over, especially in view of the fact that many of these workers were unemployed and are now getting a good wage?

Mr. NEUSTADT. Yes, sir; it is always the same thing, Mr. Chairman. What most of the people want is work, and if we can provide any plan of public works to be used in case of a sudden cessation, fine. That is the first thing we should do, provide work, and no scheme of relief or half relief.

If we can't provide work, then we can get into our original program, and I would suggest that would be based on our present plan of social security, extended. Your committee recommended last year that the Federal Government go in and share with the States the cost of general relief. That obviously would be a necessary thing and a wise thing to do. The unemployment compensation coverage could be obtained. The old-age insurance coverage could be obtained. We possibly could get disability compensation, so that if the man is hurt, he could get benefits. They are not all-inclusive, but they are basic movements on which we should build.

The CHAIRMAN. If something like that isn't done, we are going to have millions of American citizens who will be Stateless and homeless?

Mr. NEUSTADT. That is right, and through no fault of their own. Here, they come to San Diego, hoping to find work and to help in a national emergency. That is a pretty poor reward to give them at the end.

Main defense housing project in the San Diego area is Kearney Mesa, shown above. Eventually to accommodate 3,000 workers and their families, or a total of 10,000 people, this prefabricated city is being built at the average rate of one house every fifteen minutes.

The above photograph and those on following pages, portraying conditions in San Diego as the result of the national defense program, have been selected from a group of pictures entered as a part of the record of the San Diego hearing. They were obtained from the Farm Security Administration and other sources.

Dwellings in Kearney Mesa. As the project is five miles from existing municipal services, many of the requirements of health, education public safety, and ordinary convenience remain to be solved. (See testimony, pp. 4831, 4907, and 4939.)

Without extensive new housing, San Diego would have been ill-equipped indeed to take care of the vast in-migration for national defense. In the low-price bracket, these San Diego slums were available.

Main plant of Consolidated Aircraft Corporation (at right).

The shift changes at Consolidated. These are a few of the 16,500 men on the pay roll in June 1941. The company expects to add from 7,000 to 8,000 by the end of the year.

4900-E

Navy personnel make up a large part of the population to be accommodated in San Diego. Recreational facilities are essential.

Some of the 600 houses in the Navy's project at the destroyer base.

4969-C

"Lots of work out here." So John Price, of Cumberland, Md., brought his wife and two children, arrived penniless in San Diego, failed to get a defense job, and went on relief. Later he got work in a flour mill. Couple are shown telling their story to the Committee. (See p. 4860.)

Some rents in San Diego have tripled. Apartment over the garage in background of this picture was rented for $12.50, before defense; now $38.

Wages $135 a month, rent $72. Otis Porter, an Oklahoman now working in San Diego's aircraft industry lives with his wife and six children (shown above) in a one-room cabin, for which he pays half his earnings. (For his testimony before the Committee, see p. 4839.)

Within a year, rent on this San Diego house went from $20 to $40.

Crowded schools are a problem defense migration has brought to San Diego. In a school now operating on two shifts, this class has to study in the cafeteria.

"Wholesome entertainment" was one of the needs stressed by San Diego civic leaders at the Committee's hearing. This is one of many street scenes in recent months, telling the same story of "nowhere to go."

Trailers at $7 a week have been made available to San Diego defense workers by the Farm Security Administration. A family of four is maximum in the trailer camp.

Old trolley cars have been converted into houses, renting at $30.

Inside an FSA trailer. Bath, toilet, and laundry facilities, included in the rent, are in one large building.

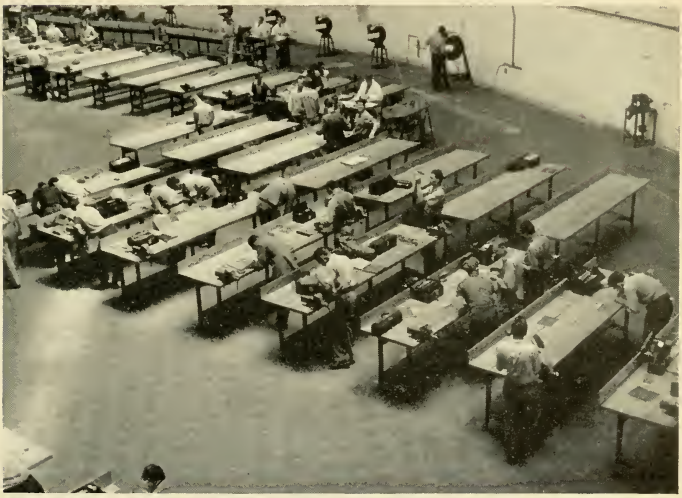
First family to move into one of the FSA's 500 trailers at San Diego. Before the camp opened, this defense worker was driving 84 miles a day, to and from work.

Migrant workers had to become accustomed to quarters like these before emergency housing was undertaken. This scene, in San Diego, can be duplicated in many other defense centers.

More of San Diego's 3,000 substandard dwellings.

Where the NYA trainees live. The housing problem has limited expansion of the vocational program in San Diego. Here, in a cabin with space for two beds, four men are housed.

Trainees for national defense work, checking in their tools at the San Diego school.



Scene at San Diego Vocational School for aircraft workers. With Federal help, four public schools have turned out nearly 7,000 trained men, but the local supply is now giving out, and not many in-migrants can afford to put in a month without pay.

This child was more fortunate than many other sick persons in San Diego, having been assigned a bed in one of the hospitals. Tuberculosis cases show an increase of 25 to 30 percent this year, and the need for more facilities is urgent.

This patient was not as lucky.

RETRAIN FARMERS OR IMPORT?

Miss BAUER. From the point of view of California's future welfare, Mr. Neustadt, do you think there is much choice at the present time between bringing in more people, encouraging more migration into the State, and training the local surplus agricultural labor supply for work in defense industries? If there is such a choice, obviously it would affect all policies in regulating and training them.

Mr. NEUSTADT. I admit I have done a lot of sparring around with the various plans, and I don't know that our present plan is the perfect plan. Also, I don't believe we can say that there is going to be an agricultural shortage in 2 years, or that there will be a surplus of labor. It is certainly true that those agricultural workers who came in here from other States—from Oklahoma and Arkansas—are in many instances becoming fine California citizens, and I think that lesson has been learned pretty well by the Californians, so that they are no longer so fearful about a migration. But a migration that is not controlled or directed is dangerous. Those who wander helplessly constitute a social drain upon our community. If we can now learn from the bitter lesson of experience and place these people through proper employment services, with proper social welfare protection around them, with decent housing provided and training for their needs, I see no reason for not thinking that they would be a fine impetus for future California growth, and one which the chambers of commerce would welcome.

ADMINISTRATION OF LANHAM ACT

Now, may I also offer this, in connection with the Lanham bill, while we don't know the exact terms of the administration of the bill, as we see by the front page of the papers the Senate today passed the bill. Now, representing Government interests and working with the representatives of the Public Works Agency, we have gathered figures from all these hearings, and they are being studied and analyzed, so as soon as the bill is definitely passed, we hope to get the schools under way, as far as the money will stretch. The money will have to stretch pretty much.

You asked Dr. Crawford about the schools here, and I have the same figures. They are being analyzed. But there would be one new subject there, in that the Lanham Act covers access roads. That item was estimated at $20,000,000, or something like that. Now, there is another bill going through Congress for road construction. Whether that is highways or access roads, I don't know, but in that bill the request is for $7,000,000, so there would be the $7,000,000 request outside of that. Obviously, $150,000,000 will not cover the needs.

COAST CITIES NEED $50,000,000

The CHAIRMAN. Have you any idea what the sum total is that the California cities are asking?

Mr. NEUSTADT. Somewhere around $50,000,000.

The CHAIRMAN. About one-third from here?

Mr. NEUSTADT. Yes. San Diego and Vallejo will be the places where most will be needed, and both are being called Federal communities.

You asked Mr. Gardner certain questions about the State Defense Council, and I wonder if it might not be well to clear that up a little for the record. We will work through the State Defense Council on our phases of the problems, and they, in turn, we hope, will get the local communities to work in a group, organized. The problem of fixing responsibilities is a delicate one. Certainly, all the services or activities that have gone into the defense program involve volunteers and nongovernmental schemes. We will need local citizen leadership, and that is where the local State defense council will be helpful, and we will use them.

ASSIMILATION OF MIGRANTS

Miss BAUER. I have one further question. As coordinator of some of these welfare problems in the defense program, have you considered what efforts might be made to absorb all these new people doing vital work into the normal community life of the cities? For instance, take this new project out at Kearney Mesa, with the 10,000 people there. We have already heard much about the need for schools and other facilities. That is, obviously, the first step. But isn't this likely to be a town which will be pretty much a Federal island, unless a very specific attempt is made to bring these people into the ordinary settled community life of San Diego?

Mr. NEUSTADT. I feel two ways about that. Looking at it just from a matter of principle, I think that is obviously true. And yet, with the conditions as they are, I realize the dangers that come from an artificial attempt to bridge that gap. If you are familiar with the little town of Santa Rita, near Salinas, where the people from Arkansas and Oklahoma were 3 years ago, you can see what I mean. They have now become a part of the community; they are no longer distinct from other residents in the little California village. They are a part of it, socially and otherwise. Now, any attempt to do that arbitrarily is fraught with dangers. They are all normal American citizens, and I think Kearney Mesa will be a normal American community, and it will play ball with San Diego, or vice versa.

Does that answer your question?

Miss BAUER. Yes.

The CHAIRMAN. Thank you very much. You have given us a very valuable contribution to the record, and I appreciate it.

INTRODUCTION OF STATEMENTS

The CHAIRMEN. Mr. Abbott will now be permitted to introduce certain statements and papers which have been submitted by witnesses, to be made a part of the record.

Mr. ABBOTT. Mr. Chairman, I offer for the record the prepared statement of Mr. Walter W. Cooper, city manager of San Diego, a witness before the committee (see p. 4824) and also supplementary data submitted by Mr. Cooper (see p. 4827).

I also wish to introduce into the record the following:

Statement of Mr. Walter Bellon, chairman of the San Diego County Board of Supervisors. (See p. 4841.)

Statement presented by Maj. Edgar N. Gott, vice president, Consolidated Aircraft Corporation, San Diego, Calif. (See p. 4844.)

Statement of Mr. Ray Mathewson, manager, San Diego office, department of employment, California Employment Commission. (See p. 4863.)

Statement and exhibits submitted by Commander H. S. Bear, representing Admiral C. A. Blakely, commandant of the Eleventh Naval District. (See p. 4871.)

Statement submitted by Lt. Max I. Black, chairman of the local defense housing committee of San Diego, with certain supporting material. (See p. 4878.)

Statement and certain exhibits submitted by Dr. Alex M. Lesem, director of public health, San Diego, Calif. (See p. 4896.)

Statement and exhibits offered by Mr. Julius H. Rainwater, director of San Diego County Board of Public Welfare. (See p. 4912.)

Statement of Mr. Raymond Wayman, representing the town of Fallbrook, Calif. (See p. 4927.)

Statement submitted by Dr. Will C. Crawford, superintendent of schools of the city of San Diego. (See p. 4931.)

Statement by Mr. Howard Gardner, assistant secretary to the League of California Cities, member of the State defense council, and representing Governor Olson. (See p. 4944.)

Statement and supplementary information submitted by Mr. Richard M. Neustadt, regional coordinator, Federal Security Agency, San Francisco. (See p. 4947.)

INTRODUCTION OF EXHIBITS

Mr. Abbott. I should like now to introduce a series of exhibits into the record. As exhibit 1 I wish to introduce the report of a survey of rent increases of relief clients, prepared and submitted by the San Diego office of the California State Relief Association.

Exhibit 1.—Report on Survey of Rent Increases of Relief Clients

By California State Relief Administration, San Diego Office

Attached are two charts showing the results of a survey of rents paid by persons receiving State relief administration relief in San Diego County as of May 1, 1941. This survey was made as the result of the acute housing situation which has caused numerous complaints from clients stating that they are unable to live on the amount of aid we are giving them due to the fact that it is necessary for them to use some of their food money to pay excess rent.

In the study it was found that those who are paying a large amount of excess rent are becoming delinquent in payment of part of their rent or that they are new cases who have not been on relief a month to pay a full month's rent.

Chart I shows the break-down of rent: more, less, or equal to State relief administration allowance or why no rent is paid. In analyzing this chart we find the following:

		Percent
1. Total families paying rent	475	84. 7
A. Families paying rent equal to State relief administration allowance	55	11. 6
B. Families paying rent less than State relief administration allowance	150	31. 7
C. Families paying rent more than State relief administration allowance	270	56. 7
2. Total families not paying rent due to owning or buying home or free rent	86	15. 3

This chart also indicates that the most serious rent problems is in the small family group, consisting of 1, 2, and 3 in the family. We, therefore, made Chart II which is a break-down of the amount of excess rent paid by this group. This chart also shows the total excess paid by families of 1, 2, and 3, and the average.

Chart I

Number in family	Families paying rent							Families not paying rent				Total
	Rent equal to State relief administration allowance		Rent less than State relief administration rent allowance		Less than State relief administration allowance because prorated	Rent more than State relief administration rent allowance		Own home clear	Buying home	Rent free	Relative provides rent	
	With utilities	Without utilities	With utilities	Without utilities		With utilities	Without utilities					
1	3	13	10	10	38	57	54	15	6	5	4	217
2	4	16	1	7	7	29	61	9	5	5	8	152
3	1	3	2	7	5	2	28	0	1	2	3	54
4	0	3	0	8	4	0	12	1	0	3	1	32
5	0	6	0	11	1	0	8	1	0	0	1	28
6	0	2	0	10	0	0	7	3	0	0	0	22
7	0	1	0	10	0	0	3	1	0	1	0	16
8	0	2	0	9	0	0	4	1	0	1	0	17
9	0	0	0	5	0	0	3	3	0	0	0	11
10	0	1	0	4	0	0	1	0	0	0	1	7
11	0	0	0	1	0	0	1	0	0	1	0	3
12	0	0	0	0	0	0	0	1	0	0	0	1
16	0	0	0	0	0	0	0	0	0	1	0	1
Total	8	47	13	82	55	88	182	35	12	19	20	561

Chart II

AMOUNTS OF EXCESS RENT PAID (UTILITIES INCLUDED)

Number in family	$0.50	$1	$1.50	$2	$2.50	$3	$3.50	$4	$4.50	$5	$5.50	$6	$6.50	$7	$7.50	$8
1	12	1	3	1	7	0	10	0	6	1	0	1	3	0	1	0
2	1	2	0	6	0	6	0	1	0	5	0	0	3	1	0	0
3		1														

Number in family	$8.50	$9	$9.50	$10	$10.50	$11	$11.50	$13.50	$14.50	Total	Total excess paid	Average excess paid
1	5	0	0	2			1	1	2	57	$246.80	$4.33
2	0	1	0	2		1				29	126.00	4.36
3				1						2	11.00	5.50

AMOUNTS OF EXCESS RENT PAID (UTILITIES NOT INCLUDED)

Number in family	$0.50	$1	$1.50	$2	$2.50	$3	$3.50	$4	$4.50	$5	$5.50	$6	$6.50	$7	$7.50	$8	$8.50	$9
1	3	2	0	3	3	0	1	1	0	12	0	1	0	1	1	6	0	1
2	0	1	1	7	1	3	0	2	0	13	2	3	0	0	0	8	0	3
3	0	5	0	3	1	1	0	2	0	1	0	1	0	2	0	2	0	1

Number in family	$9.50	$10	$11.50	$12	$12.50	$13	$14	$15	$17	$20	$22.50	$27	Total	Total excess paid	Average excess paid
1	0	10	2	0	2	1	0	3	0	1			54	$388.00	$7.18
2	0	6	0	0	1	1	1	6	0	2			61	450.50	7.38
3	0	1	0	2	1	0	0	1	2	0	1	1	28	209.50	7.55

Mr. ABBOTT. As exhibit 2, I offer a report entitled "Federal Aid for School Housing," submitted by Mr. Fred M. Tonge, superintendent of the National City school district, National City, Calif.

EXHIBIT 2.—FEDERAL AID FOR SCHOOL HOUSING

By Fred M. Tonge, superintendent National City school district, National City, Calif.

I. 1940–41 SCHOOL YEAR

School enrollment for 1940–41 school year has increased 20 percent (or approximately 225 students) over the 1939–40 school year.

(*a*) Our normal increase about 7 percent a year.

(*b*) Rough survey seems to indicate that approximately 80 percent of this year's increase is due to—

1. People moving in to engage in defense work.
2. Additional Army and Navy families moving into the district.

II. 1941–42 SCHOOL YEAR

As to next year, the following statements would indicate that we will have equally as large a percentage of increase as this year, which will mean some 300 to 350 additional children.

1. Consolidated Aircraft intends to double their working force by fall (from 15,000 to 35,000). This will naturally be reflected in the population in National City as National City is closer to Consolidated than many parts of San Diego.

2. Rohr Aircraft at Chula Vista intends to increase their staff and we have already enrolled in our schools a large number of children whose fathers are working at Rohr.

3. Naval expansion:

(*a*) A naval housing unit on our bay front, which already has 60 to 100 units in National City and we are informed there will be 2 or 3 times that many more before the project is completed.

(*b*) A submarine base is nearing completion on the National City Bay front. This will mean additional naval personnel who will live in National City.

(*c*) Enlargement of the destroyer base, part of which is in National City and the balance adjacent to National City on the north.

(*d*) The construction of a graving dock at the destroyer base immediately adjacent to National City. We may expect many men engaged in this construction to live in National City.

(*e*) The construction of a seaplane basin on the water adjacent to National City.

(*f*) Vastly increased Navy personnel throughout the entire San Diego Bay area. National City has always housed large numbers of Navy personnel due to cheap rents.

III. PERMANENCY OF INCREASE

We believe our increase is permanent for the duration of the defense program for the following reasons:

1. As has been before stated, National City is closer to Consolidated Aircraft Co. than many parts of San Diego such as east San Diego, Kensington Park, Encanto, etc. For that reason Consolidated employees will continue to live in National City.

2. The destroyer base is partially in National City and partially in the extreme south end of San Diego adjacent to National City.

3. Rents in National City have always been and still are cheaper than in San Diego.

NATIONAL CITY SCHOOL DISTRICT'S ABILITY TO PAY

National City has the lowest assessed valuation per child enrolled of any class A school in San Diego County and is one of the lowest 10 in California. Ten years ago our assessed valuation per child was $3,600. This year it is $2,100.

It is evident from the above that the National City school district has a difficult time to carry on an adequate program of instruction under normal conditions, and that the tremendous increase of this year is making it difficult to carry on any type of program. We have used the maximum tax rate or near the maximum tax rate for years.

It is also evident from the above that the district is not only in no way capable of furnishing funds for further housing needs, but will be in desperate straits next year to carry on even a minimum program of instruction if the predicted increase is actually reached.

While it is true we have a balance in our bonding capacity of some $90,000 on our present assessed valuation, our present high over-all tax rate ($6.04) would make it impossible to vote further bonds in this district. Some 2 years ago a high-school-bond issue was turned down and a sampling of opinion in the community shows that a bond issue at this time would not pass.

Not only does the district need aid in building, it also needs aid in its instructional program.

SCHOOL HOUSING PLANS

As we are carrying maximum loads in nearly all of our classes at the present time (35 to 40 in primary grades and 40 to 50 in the intermediate grades), it will be impossible to take care of any increase in enrollment by increasing class sizes. Also, there are but three vacant classrooms in the whole district at the present time, so that any added classes must be housed in added facilities. The following are the proposed increases:

Highland Avenue School.—The board has a plan prepared and approved for the addition of four rooms and an assembly hall-cafeteria at this school. This building had the approval of the Work Projects Administration but the project was never opened due to lack of skilled labor on the Work Projects Administration. The Highland Avenue district is the fastest growing district in National City and has much vacant land for further growth. It would be my suggestion that the plan already adopted for this school be used with the addition of two classrooms, making a total of six classrooms and assembly hall-cafeteria.

West Eighteenth Street School.—The addition of 4 classrooms on our new West Eighteenth Street School which is just being completed under Work Projects Administration. This building has 10 classrooms, a kindergarten classroom, and assembly hall-cafeteria. A recent survey of the district in order to determine boundary lines for the new school showed that we would open the school in September 1941 with all 10 rooms full, carrying an average load of 40 children per room. The 4 classrooms at this plant could be added as follows:

1. Two rooms to the east of the assembly hall-cafeteria wing.
2. One room extending east from classroom No. 3.
3. One room extending east from classroom No. 8.

Central School.—Central School is located in the most thickly populated area of the town and at present is taking care of all the fifth- and sixth-grade classes in the district. There are 25 classrooms in the plant and 3 other classrooms used for the following purposes:

1. One room with capacity of 25 to 30 students being used to house our special reading teacher and her reading clinic work.
2. A room with a capacity of 40 to 45 students being used as a stockroom for school supplies. This because we have no other place for the stockroom.
3. A room capable of housing 40 to 45 students being used as a maintenance workshop because we have no other place in which to house a workshop.

Our proposal for this school would be to have an administration, warehouse, workshop building built. This would release for use the three classrooms at Central School and could, I believe, be built cheaper than three classrooms as the present plant does not adapt itself to addition of rooms at a reasonable figure.

The combination assembly hall-cafeteria at Central was built some 30 years ago to serve a high-school population of some 150 to 200 students. It can readily be seen from this that it is entirely inadequate for our present needs. It is impossible to seat more than one of the upper grade classes at an assembly at the present time. Should the Federal Government see fit to build us an auditorium the present auditorium could be used for extension of our elementary instructional program, for inside cafeteria seating during rainy weather, and for additional community recreational needs. I might also mention that because of its central location the new auditorium at Central could well serve the community as a much needed community center.

Lincoln Acres School.—In a semirapidly growing part of the community but with a vast amount of vacant land on which houses will go up when the other areas in town are filled. This school has one vacant classroom in a newly constructed addition and two classrooms in an old wooden bungalow which we had hoped to condemn but haven't, due to school increases. For an addition to this plant I would suggest a two- to four-room addition to the present set-up which

can be easily accomplished as the recently completed addition was planned with that in mind. This school is also badly in need of a cafeteria-assembly hall combination as the present cafeteria hall is housed in another ancient wooden bungalow.

Equipment.—The addition of the above-mentioned school housing units would call for additional equipment which the district is no more financially able to purchase than it is financially able to build buildings. For that reason we request consideration of a grant of $10,000 for equipping the schoolhouses mentioned in this plan.

Mr. ABBOTT. As exhibit 3, I offer copy of a memorandum of the Consolidated Aircraft Corporation, dealing with the subject of documentary evidence of citizenship as a requisite for application for employment, together with an explanatory letter from Maj. Edgar N. Gott, vice president and director of public relations of the corporation.

EXHIBIT 3

CONSOLIDATED AIRCRAFT CORPORATION,
San Diego, Calif.

DOCUMENTARY EVIDENCE OF CITIZENSHIP REQUIRED FOR EMPLOYMENT

1. A certified copy of public record, showing date of birth and also date of the presentation of the birth record for entry in the public record. The record must be accompanied by identifying data if the child is not named.
2. Certificate of naturalization (second papers).
3. Certificate of derivative citizenship.

Honorable discharges from the Army, Navy, and/or Marine Corps of the United States, do not in fact confer citizenship upon the parties so discharged. Such discharges only dispense with the necessity of satisfying certain preliminary requirements otherwise required for purposes of naturalization. *Therefore, honorable discharges alone will not be accepted as proof of citizenship.*

A voter's certificate, while indicating citizenship of the party referred to therein, is not conclusive proof of such citizenship and, therefore, unacceptable.

In all States except Pennsylvania and California evidence may be submitted to the proper official of the State of birth for the purpose of obtaining a delayed birth registration. In the States of Pennsylvania and California, it is necessary to appear before a judge of the State court and present satisfactory evidence for the purpose of obtaining delayed birth registration.

Further information may be obtained by addressing the Immigration and Naturalization Service at Washington, D. C., or branch offices.

CONSOLIDATED AIRCRAFT CORPORATION,
San Diego, Calif., June 19, 1941.

Hon. JOHN H. TOLAN, M. C.,
Chairman, House Committee Investigating National Defense Migration,
United States House of Representatives, Washington, D. C.

DEAR SIR: Referring to your communication of June 13 regarding proof of birth—particularly in Texas. We do not pass on the validity of affidavits regarding birth data. We do, however (and you will realize that this is at the specific request of the Army and Navy), accept delayed registration birth certificates, which are based upon the validity of affidavits presented at the various counties. In other words, the clerk of the county or the clerk of the probate court of the county concerned issues a delayed birth certificate; and in so doing, utilizes affidavits presented by parents, or by parties who were present or had knowledge of such births, as supporting evidence.

I trust this conveys the information desired.

Yours very truly,

EDGAR N. GOTT, *Vice President.*

Mr. ABBOTT. As exhibit 4, I offer copy of a notice published April 21, 1941, by the San Diego Realty Board, dealing with the topic of rent increases.

EXHIBIT 4.—EXORBITANT RENTS

By the San Diego Realty Board, April 21, 1941

Exorbitant rents cause complaints and stir up a lot of unfavorable agitation which leads to demands for rent control. Rent control in turn would slow up or stop private capital building houses. When private capital stops building, the Government will have to step in and build more houses for defense workers.

The competition of Government houses is not to be desired—nor is rent control; so, Mr. Owner, Mr. Realtor, it behooves us to keep rents stabilized on a fair basis, according to the prevailing schedule of living and material costs—not all you can get because of shortage.

The realty board is interested and anxious to work for the welfare of property and owners. That's the reason we are taking a long-range view of these problems. The realty board is fighting and opposing assembly bill 2584, a rent-control measure which would take away in large measure the rights of a property owner, but it is up to us to steer a course that will make rent control unnecessary.

Under this act an appointed, salaried commission would set a normal rent date, being a date previous to defense activities—before labor and materials were advanced. This board would pass on facilities and services that must be furnished. Landlords would be prohibited from increasing rents or decreasing services without board authorization. Either landlord or tenant might petition for determination of fair rental. Tenants could not be evicted if rent were paid and other conditions of tenancy met; except: Landlord asks in good faith to recover possession for his immediate and personal occupancy, or buyer states in written purchase contract that he will want immediate personal occupancy, or landlord asks in good faith to recover possession to make immediate alterations, and petitions for approval of such remodeling may be filed with the board.

Mr. ABBOTT. As exhibit 5, I offer copy of a letter reporting an increase in rental and addressed by an employee of the Consolidated Aircraft Corporation to the personnel director of that company.

EXHIBIT 5

JANUARY 21, 1941.

MR. WATERBURY,
Personnel Director, Consolidated Aircraft Corporation,
Lindbergh Field, San Diego, Calif.

DEAR SIR: In answer to the notice concerning living costs within the San Diego area, I herewith submit my case for your consideration.

(1) I have for 1 year past and am at present living at 4177 Georgia Street, San Diego.

(2) Approximately 1 month ago my rent was increased $5 a month. The reason for the increase was never explained to me.

(3) Furthermore, I was given to understand that my present rental of $27.50 would be neither temporary nor permanent, but would be subject to my landlord's own personal desire without any regard to my own financial status.

(4) The present rental is not in keeping with the condition or the conveniences of a small three-room house.

(5) My family consists of my wife and two small children. Due to the age of my children it is very difficult at this time to find other suitable lodgings.

(6) The 17 percent increase in rent does not fit into my present budget and has lowered my living standard accordingly.

I trust that the above contains enough information to fully state my case; if not, I am at your convenience.

Yours truly,

R. A. WIEST.

Mr. ABBOTT. I offer, as exhibits 6–A and 6–B, copies of two letters, examples of protest against rent rises, addressed to the San Diego Homes Registration Bureau.

EXHIBIT 6–A

SAN DIEGO, CALIF., *April 12, 1941.*

Mr. GEORGE WHITE,
Homes Registration Bureau, San Diego, Calif.

DEAR MR. WHITE: We live here in a four-room cabin in the rear over a canyon. When we moved here about a year ago, they wanted $25 a month, but decided to let us have it at $22.50. Then just before Christmas they told the boy, not me, that our rent would be $25, and when I sent the boy over with the rent in March, they said that from April on our rent would be $35 a month.

We have no garage, the cabin is very cheaply built and furnished with the very cheapest furniture. There is a rug, a table, three chairs and a small gas heater in living room. Ice box, stove, a kitchen table, and four chairs. Two beds, a dresser, a comode, and three chairs, include the entire furniture.

The roof leaks and the paper has come loose from the ceiling and is hanging down, the drainboard and all around the kitchen sink leaks so that underneath it is all mildew. The floors are badly eaten by termites, patches of linoleum on the kitchen and bathroom floors, nearly all the windows are cracked or broken, sash cords broken—use sticks to hold the windows open. The window screens are so rotten and torn and the frames so warped that there is no protection against insects. One bed has five 2 by 3's to hold the old spring off the floor, the other bed has two old squashed out mattresses that have pulled it apart, and have ruined all my bedding.

Were you to see this shack you would agree that $18 to $20 should be tops for the condition that it is in, and now they want $35; is not this profiteering?

My rent is due the 16th, so will you kindly give this your immediate attention? And I cannot afford such rent at only a salary of $4 a day, and cheap rents are hard to find. Thanking you in advance for all favors.

Yours very truly.

C. EDUARD KOPS.

EXHIBIT 6–B

SAN DIEGO, CALIF., *April 11, 1941.*

HOMES REGISTRATION OFFICES,
Civic Center Building, Room 153, San Diego, Calif.

DEAR SIRS: After a telephone conversation with your office this a. m. I make the following complaint.

I rented the above property of Mr. M. Robinowitz, October 12, 1940, the rent to be $27.50 unfurnished, no garage, not even a clothesline, the yards not kept, no rubbish service, nothing but the four walls.

On February 10, 1941, he sent me a letter stating thereafter the rent would be $35 per month, beginning March 12, 1941. I didn't answer him immediately. So after a few days, he called as I passed his grocery store and asked me if I was going to move, and I said I didn't know just what I was going to do, but I would like to know where this rent raising would stop. He said, "I give you my word of honor I won't raise it any more as long as you stay there." I said, "Well I'm sure we will be there for the next few years or until the properties are wrecked (as they are very old and in poor condition). If you will fix that old cistern in the back yard which is a regular mosquito trap, and fix the roof which leaks in three different places, I will paint the woodwork and clean the walls thoroughly." He said, "O. K., its a deal." I told my husband that night and he said it seemed fair enough to him. So I turned to on the painting and cleaning. To date I have invested $14.90 in materials above; "the mosquito trap" and the roof leaks are still the same right now.

On February 12, 1941, when I went to pay our rent Mrs. Robinowitz told me the water bill was too high. I told her there was only 3 adults living there and we all sent our laundry out but there was two leaking taps which my husband would fix and he did that night. On March 12 when I again went to pay the rent Mrs. Robinowitz said the water bill was normal but she never said "boo" about us

repairing the tap for her. On April 2, 1941, I received a letter of which the following is a copy:

SAN DIEGO, CALIF., *April 1, 1941.*

Mrs. D. G. BRAY,
1221 F Street, City.

DEAR MADAM: This is to notify you that starting May 12 your rent at 1221 F Street will be $45 per month. Thanking you, I am

Yours truly,

MAX. ROBINOWITZ.

I immediately went out and asked Mr. Robinowitz if he wanted us to move for any reason. He said no we had been good tenants, but I can get $50 for the place and I said but you promised us not to raise it any more and that's all we can afford to pay and more than the house is worth.

I came home and talked it over with my husband that night, and he consulted an attorney, a personal friend, who believes a verbal agreement is binding for a year, and so the matter is today.

Our income does not permit more than $35 for rent, and this place isn't worth that, so please if there is anything you can do, help us, in this way we will both be helping newcomers. We have lived here many years and I hope we always will.

Yours sincerely,

Mrs. D. G. BRAY.

Mr. ABBOTT. As exhibit 7, I offer a statement, together with copy of a letter informing a tenant in San Diego of an increase in rental.

EXHIBIT 7.—STATEMENT OF MRS. C. H. BLANCHARD, 5036 KEENY STREET, LA MESA, CALIF., JUNE 5, 1941

My husband and myself and our two boys, 4 and 7 years old, came here from Texas 3 months ago.

Our older boy, who is 17, had been here in February, when he graduated from high school. When he was here in February he tried to arrange to go to school at Ryans but they told him he had to be 18 to go to aircraft school, so he got a job at the ————————; then he came back home and told us about San Diego and the jobs that were there and we all decided to come.

My husband was working in a cafe at home and quit his job to come here. He got a job in a San Diego cafe when we first came, and he is still working there, making $4 a day and board, but he has applied at Consolidated Aircraft Corporation for a job. We have had to wait for his birth certificate for that job. He also has been told by a neighbor that he can get a job on the construction work at the marine base. The man told him he could get him in the carpenter's union.

When we first came we rented a house at 5036 Keeny Street, La Mesa, for $40 per month, and we are still there but now the landlord has notified us that on June 10 he is going to raise the rent to $60 per month. We have looked everywhere in San Diego for a place big enough for our family at a rent we can afford to pay. We even went to the homes registration bureau but the cheapest they had was $50 per month, and most of the landlords will not take children.

We have tried to find out if the city or the Federal Government isn't doing something to stop landlords from raising the rent like this, but everybody tells us that nothing has been done.

The neighbors told us that this landlord had rented our house to a widow woman and her two boys before we came. He charged her, at first, $20 per month and then raised it to $25, and when she couldn't pay he put her out. Now he is trying to do the same thing to us. We are willing to pay a fair price, or as much as we can, but we have to have enough left to feed our children.

Mrs. C. H. BLANCHARD.

La Mesa, Calif., *May 19, 1941.*

Mr. C. H. Blanchard,
5036 Keeny Street,
La Mesa, Calif.

Dear Sir: Your rental on the premises at 5036 Keeny Street, La Mesa, Calif., will be increased to $60 per month beginning June 10, 1941—payable monthly in advance.

Yours truly,

Otto Scherer,
Bertha Scherer.

Mr. Abbott. Complaints as to rental increases, such as those just introduced into the record, are turned over by the homes registration bureau to the San Diego Realty Board for investigation and report. I wish to offer now, as exhibit 8, a recapitulation of the board's findings.

Exhibit 8.—Recapitulation of Report on Rental Conditions by San Diego Realty Board

Description	*Number of cases*
Estimated rent value more than tenant paying	8
Estimated rent value the same as tenant paying	18
Rent exceeds estimated value up to $2.50	12
Rent exceeds estimated value by $5	2
Rent exceeds estimated value by $7.50	1
Rent exceeds estimated value by $10	2
Rent raised in large amount, involving controversy (damages, 2 families 1 house, owner wants possession, etc.)	7
Rents not checked or estimated. Tenant having moved	7
Total number of complaints investigated by realtors	57
Not checked because complaint was not legitimate or was based on some controversy	10
Not checked because there was no address given, or property was out of city	25
Total	35

There are about 10 or 12 more complaints which were not checked due to insufficient help or time, and 25 complaints were turned over to the junior chamber of commerce for checking, making a total number of complaints of 139.

Mr. Abbott. As exhibit 9, I offer a letter submitted for the committee's records by Mr. Frederick J. Thatcher, mayor of the city of National City, Calif.

Exhibit 9

City of National City,
National City, Calif., June 27, 1941.

Representative John H. Tolan,
Chairman, House Committee on Defense Migration Problems,
Washington, D. C.

Honorable Sir: At the time of your hearing in San Diego we addressed a letter to you asking that it be made a matter of record that we wished to present to your committee in Washington certain evidence along the line of your investigation. We therefore present the following facts for your consideration and a petition for financial assistance from the Federal funds set up for the purpose as stated.

Previous to 1935 the built-up portion of this city was confined principally to the west and north portions, comprising about 25 percent of the total area of the city.

Subsequently there has been a rapid increase in building and the south and east portions have built up.

The census of 1930 listed the population as 7,286 and of 1940 as 10,344 and the greater part of this increase has occurred in the last 5 years. Since the census in March 1940, we have issued 230 building permits covering residences, apartments, auto courts, etc.

Within the past year a large increase in Navy shore activity and defense industries with attendant housing projects is rapidly increasing the necessity for expanded services of all kinds. There are now proposed two more housing projects, one of 100 units on the south and one of 300 or 400 units on the east side of the city.

Our present sewer system serves only the original built up section and it will require an estimated $200,000 to construct sewer mains and treatment plant to serve the expanded area and this service is an immediate need.

An estimated $16,000 for additional equipment for the street department to care for additional street work and garbage collection, and an estimated $40,000 for a fire-alarm system as a much needed aid for the fire department.

Connected with the above are the requirements of additional personnel for all departments and increased cost of same due to competition of defense projects wages.

The tax rate for all general city purposes is limited to a maximum of $1 per $100 of assessed value.

Respectfully submitted.

FREDERICK J. THATCHER,
Mayor, City of National City, Calif.

Mr. ABBOTT. As exhibit 10, I submit for the record a report by Ada York Allen, superintendent of county schools, County of San Diego, Calif.

EXHIBIT 10. NEEDS OF SAN DIEGO COUNTY SCHOOLS

By Ada York Allen, Superintendent of Schools, County of San Diego, Calif.

JUNE 10, 1941.

There are 18 schools in San Diego County which feel the impact of the military defense training situation to such an extent that they have appealed to the Federal Government through our State department of education for aid. The schools group thus: 11 elementary schools, 2 unified schools, and 5 union high school districts.

Each district has prepared a brief, setting forth the information along the following lines:

1. What defense-connected regular school facilities are needed, the absence or lack of which will impede (or is impeding) national defense?
2. What resources has the school district to meet these needs?
3. What amount of Federal funds is necessary?
4. Financial statement in detail.
5. Copy of school budget.

In practically all instances the data has been accompanied by maps and charts. All districts presented a copy of their 1940–41 budget. The budget for the coming year is in process, every district having until July 15 to present same. Two copies of these briefs were sent to the division of schoolhouse planning in Sacramento, in charge of Dr. Charles Bursch, and I understand that one copy was turned over by Dr. Bursch to Dr. Arnold E. Joyal, who represents the Federal authorities, working through the office of the United States Commissioner of Education. Dr. Joyal was in San Diego on Saturday last, June 7, and he had in his portfolio the briefs of these various districts.

I am presenting to this congressional committee investigating needs in San Diego County, the following data which is an aggregate. Substantiating data for these aggregates are in Dr. Joyal's possession and also are filed in the office of the division of schoolhouse planning (Dr. Bursch's office) of the State department of education, Sacramento. Accompanying the statement we have figures as to the enrollment when schools closed and the anticipated September enrollment. We were not able to reach all of these schools to get this data because we had to contact them by telephone, and certain schools could not be reached.

San Diego County national-defense program

School district	Description of project	Cost of		Total cost requested
		Building	Equipment	
Cajon Valley Union	8 classroom units, equipment, etc. Total cost.		$55,000.00	$27,000.00
Campo	Construction of cafeteria building and equipment.	$1,000.00	300.00	1,300.00
Carlsbad Union	Unit No. 3 to be completed (cafeteria, kindergarten, toilets, and rest rooms). Total cost.		30,000.00	30,000.00
Chula Vista Union (no supplementary report).	Building and equipment	100,000.00	16,000.00	116,000.00
La Mesa Spring Valley (no supplementary report).	do	40,000.00	10,000.00	50,000.00
Lemon Grove (no supplementary report).	Building; equipment	8,000.00	500.00	8,500.00
National	Additional classrooms, auditorium, cafeteria. Total cost.		204,500.00	204,500.00
Oceanside	Additional classrooms and equipment.	18,000.00	1,200.00	19,200.00
San Dieguito	Construction of classrooms, equipment.	20,783.00	1,800.00	18,583.00
South Bay Union	do	43,500.00	6,000.00	49,500.00
West Fallbrook Union	Construction of classrooms, cafeteria; equipment.	23,000.00	4,000.00	27,000.00
Coronado Unified	Construction of classrooms			
San Diego Unified (no supplementary report).	Building; equipment	1,375,000.00	190,000.00	1,565,000.00
Fallbrook Union High	Construction of shop building and equipment.	24,756.70	5,354.56	30,111.26
Grossmont Union High (no supplementary report).	Building; equipment	15,000.00	200.00	15,200.00
Oceanside-Carlsbad Union High.	Construction of 8 classrooms	100,000.00		50,000.00
San Dieguito Union High.	Construction of building; equipment	18,000.00	4,000.00	22,000.00
Sweetwater Union High (no supplementary report).	Building; equipment	315,000.00	63,000.00	378,000.00

San Diego County national-defense program

School district	Closing enrollment	Anticipated September enrollment	Remarks
Cajon Valley Union	1,040	1,200	Last year it was 850.
Campo			
Carlsbad Union	386	450	
Chula Vista Union	836	1,136	
La Mesa Spring Valley	1,215	2,390	23 percent greater this year than in 1939–40.
Lemon Grove	359	420	
National	1,550	1,590	20 percent increase this year over 1939–40.
Oceanside	714	800	
San Dieguito			
South Bay Union	436	525	Large increase this year over 1939–40.
West Fallbrook Union	202	302	
Coronado Unified (high school).	341		
San Diego Unified	43,506	60,000	
Fallbrook Union High	160	300	
Grossmont Union High	2,000	2,300	
Oceanside-Carlsbad Union High:			
High School (400)	553	485–600	If Federal project goes through, enrollment will be 800.
Junior College (153)		200 685 to 800	
San Dieguito Union High	380	400 to 480	If Federal project goes through, enrollment will be 480.
Sweetwater Union High	2,362	3,600	

Mr. Abbott. As exhibit 11, I offer a statement by Mr. Edward Howden, executive director, California Housing and Planning Association, under the title "San Diego's Defense Housing: Today and Tomorrow."

Exhibit 11.—San Diego's Defense Housing: Today and Tomorrow

By Edward Howden, executive director California Housing and Planning Association, June 27, 1941

The committee has by this time received ample testimony concerning the acute and complex housing problems occasioned in San Diego by suddenly expanded defense activities, and it has heard from officials of the several Federal and local agencies of Government which are striving to solve these problems. To this account I wish to add one simple, urgent recommendation: That San Diego set up (preferably the city and county together) a housing authority which could coordinate locally the operating Federal housing programs, and plan future disposition of the emergency housing in the best interests of the permanent community.

The advantages of a functioning local housing authority to the city and county are so obvious that lengthy discussion of the recommendation is hardly necessary. Had there been a San Diego Housing Authority 1 year ago, the city could have met the emergency demands thrust upon it with much less stress and confusion, and with a program better planned both for today and tomorrow. San Diego has complained bitterly about the huge Public Buildings Administration project on Kearney Mesa—a little city of 10,000 population undertaken almost entirely without previous local consultation. Had there been a local housing authority, there would have been no site selection or site planning in Washington offices. There would have been facts ready on the housing need rather than guesses. Probably most of the millions in Federal appropriations which are being spent here would have been handled through the housing authority, and with the advantage of technical advice from men (of the United States Housing Authority regional staff) experienced in building homes not post offices. Such projects would have been designed by the best local architects, in harmony with local tastes and traditions. And each project would have been planned with a concern for its ultimate place in the lay-out and economic structure of the city. Nor would all of this have required more time than has been used to date in getting this emergency housing built.

Yet it is still not too late to set up a local housing authority to develop a coordinating and planning program of great value to the city. Such a program probably would include the following points.

DISPOSITION OF PROJECTS AT END OF EMERGENCY

Approximately 1,500 units of demountable family dwellings are under construction now. There is a great (and perhaps justifiable) fear among real-estate interests that these dwellings will be dumped on the market when the defense program slacks off, thus breaking down normal values of middle- and high-income-family residences. Yet this need not happen. There is one excellent solution: Turn these dwellings over to a local housing authority for the use of low-income families not now able to afford decent housing, and never a market for private builders anyhow. As one proposal, San Diego's health officer, Dr. Lesem, in pointing out the acute need for decent quarters for Indians on many of the 17 reservations in the county, has suggested that the demountable projects be ear-marked now for rehousing on these reservations.

Consider also the needs of most of the families of workers in the large canneries, one of San Diego's most permanently expanding industries. A housing authority could decide now how many of the defense units should be shifted later to meet the needs of this large group. At least one Navy spokesman has expressed hearty approval of this idea.

Nor would this proposal be necessarily limited to the demountable dwellings. The Kearney Mesa project, although 5 miles from the center of the city, should have fast bus service, and could be made available to workers' families. It is designed, of course, as a group project, and it would certainly be to the best interests of the city to have it maintained as such permanently, rather than divided, sold to private interests, and permitted to run down.

ELIMINATION OF SHACKS AND OTHER SUBSTANDARD DWELLINGS

Dr. Lesem has already testified concerning the presence of a number of substandard dwellings in and around the city. Additional housing for low-income families as suggested above would enable Dr. Lesem and his department to bring about the condemnation or repair of perhaps all of the substandard shacks which mar the face of the city at the present. Although the health department under existing powers could eliminate or force cleaning up of such dwellings, practically it cannot force families out unless or until new housing is provided at rents within reach of these families.

FUTURE PUBLIC HOUSING PROJECTS

If still further Federal-subsidized housing should become necessary, the San Diego Housing Authority, in line with recent Washington policies, could probably carry out the job. Thus the city would have the opportunity to control design, location, and construction of at least one of the projects which emergency circumstances have forced upon it. Such a project could be developed if desired with the mature technical assistance of the regional office of the United States Housing Authority, the Farm Security Administration, or the Federal Works Agency itself, but primary decisions could be made locally.

RENT CONTROL

While the defense-housing committee in San Diego has been doing as much as possible without authority, and while presumably a fair-rent committee will do likewise, a bona fide housing authority as a regular and permanent local public agency would probably be more successful in carrying out surveys, judging the need of rent-control measures (if any), and related functions. If local rent-control measures were successful, more drastic State and Federal measures might be thereby precluded. (Some kind of rent control is almost inevitable in view of exorbitant rent profiteering revealed already to this committee by many sources.)

It was first proposed about a year and a half ago that San Diego set up its own housing authority. This proposal was defeated by certain local groups which felt their interests threatened. Had that move been successful these groups and the city as a whole would be in a much better position today. Assuming a concern not only for total community planning and welfare and for the smooth functioning of the defense program, but also for property values and the real-estate market, intelligent self-interest would seem to argue for the immediate establishment under State law of a San Diego Housing Authority.

This is probably the most important single action which could be taken by San Diego, or any other center of defense activity, in meeting its emergency housing situation.

Mr. ABBOTT. I offer, as exhibit 12, copy of the report of an investigation of the housing situation in certain defense areas of California, prepared by the State division of immigration and housing, at the request of Gov. Culbert L. Olson.

EXHIBIT 12.—HOUSING IN CALIFORNIA DEFENSE AREAS

Report to Gov. Culbert L. Olson by Carey McWilliams, chief, California Division of Immigration and Housing

APRIL 1, 1941.

Gov. CULBERT L. OLSON,
State Capitol, Sacramento, Calif.

MY DEAR GOVERNOR OLSON: Immediately upon receipt of your letter of March 10, 1941, this division proceeded to make an investigation of the housing rental situation in certain national-defense areas in California and also the housing shortages existing in certain of these areas.

Prior to explaining the procedure followed and the scope of the investigation itself, might I point out that this division is operating at the present time (as it has been for many years) with a wholly inadequate personnel. The division at the present time has three housing inspectors. In view of this circumstance and also in view of the fact that I assumed you wanted a report at the earliest possible date, the investigation was restricted to the following areas: City of San Diego;

March Field area near Riverside; the San Luis Obispo national-defense area; the Monterey Peninsula national-defense area; the Vallejo national-defense area.

For reasons pointed out later in this report, the division did not investigate the situation in Los Angeles County. As chief of this division I also serve on the housing committee of the State council of defense, which, as you know, has been closely in touch with this problem for some months past. I therefore feel that the areas embraced within this survey may be said to represent, based upon testimony presented before the State council of defense housing committee, the important national defense areas in California insofar as the housing problem is concerned.

The procedure followed in the investigation was generally to interview a wide cross section of opinion in the respective communities, including welfare agencies, trade unions, chamber of commerce officials, realtors, apartment, hotel, and auto-trailer camp operators, officials of the key defense industries and the officers of the armed services. In addition to these interviews, an attempt was made to investigate complaints which had been received and also to check a limited number of rental units in each community to determine what the relative increase in rentals in certain brackets had been during the past year. In certain of the communities house to house surveys are now under way and will, of course, provide more adequate information than could possibly be obtained in a hasty over-all survey of this character. Due to the rapid influx of population into certain of these communities, it has been impossible to obtain wholly accurate information concerning increase of population and therefore most of the information on this score, as you will understand, is based upon approximations. These preliminary considerations stated, the results of the survey are as follows:

SAN DIEGO

There has been a sharp increase of population in San Diego. In April 1940 population was estimated at 202,038. By December 1940 it was estimated that the population had increased by 18,000 (Western City, December 1940, article by Glenn A. Rick, planning engineer, city of San Diego). This estimate is wholly conservative and the actual increase in population was unquestionably much greater. General estimates of the expected increase of defense workers in this community during 1941 vary from 20,000 to 35,400. The Consolidated Aircraft Corporation, for example, is employing at the present time approximately 16,500 men; they expect the number of employees to increase during 1941 to 32,300. The number of additional homes required during 1941 to accommodate this anticipated influx of defense workers was variously estimated, the estimates ranging from 9,600 units to 10,000 units.

In addition, of course, to the new construction needed to accommodate defense workers, there is also the problem of providing housing for the increased Army and Navy personnel stationed in the area. We received an estimate from the San Diego City Planning Commission that 3,150 family units would be required for this purpose. The estimates, in each case, in the judgment of this division, are conservative, based upon estimates of the increase in population in San Diego for 1941 which range from 30,000 to 50,000. It seems altogether conservative to estimate that the population of the community will approximate 300,000 by the end of 1941.

PROJECTS UNDER WAY

Projects under way at the present time in San Diego are as follows: 1,200 units are being constructed by the United States Navy; 3,000 units are being constructed under the national-defense housing program.

When these units are constructed the number of housing units still required, based upon the foregoing estimates, would be substantially as follows: 7,000 units for defense workers; and 1,950 units for Army and Navy personnel, or a total of 8,950 units. This estimate is altogether conservative and the actual requirements may be assumed to be considerably in excess of this figure. As indicating the conservative nature of this estimate, suffice it to say that 1 public official in the county said to representatives of the division that 45,000 units of housing would be required in 1941.

In addition to the housing projects now under way in San Diego, it has been proposed that the Farm Security Administration construct barracks to accommodate a thousand single men and also that trailer accommodations be provided for some 600 families. At the date of this report, no confirmation of this proposal has been obtained.

Based upon the best information obtained and the rate of new residential construction in San Diego during 1940, it is quite apparent that private capital will not be able to meet this need.

RENTAL INCREASES

Not only is there already an acute housing shortage as a result of the rapid expansion of the national-defense program, but there has been a sharp increase in existing rentals. The increase in rentals in San Diego must, however, be considered in light of the fact that rental rates generally in the community in prior years have been low by comparison with the rents for similar units in metropolitan communities. At the present time there is a noticeable differential in rental increases depending upon the type of housing involved. For example, in the bracket of $50 a month or more, rents have not been materially increased. In the rental bracket of $40 to $50 per month the percentage of increase has been approximately 10 percent, but in the bracket from $20 to $40 per month, which represents the greatest demand, there has been an increase of approximately 30 percent in rental rates in the last year. In the lowest rental bracket, that is, below $20 per month, there has been an increase of approximately 10 percent in rents, which although not as marked as in the range from $20 to $40, is nevertheless oppressive in that it constitutes a definite hardship to the lowest income group.

CANNERY WORKERS' QUESTIONNAIRE

Mr. V. E. Tiller, of the Congress of Industrial Organizations, has the following to report:

A questionnaire was recently sent to 700 members of the Cannery Workers Union; 70 percent of the membership filled out and returned the questionnaire. This survey indicated that between 1940 and 1941 insofar as this group was concerned, there had been a 41 percent increase in rents. In 1940 rents for this group were generally under $20, ranging from $8 to $20 per month. In 1941 they had increased materially with workers being charged $25 per month for one and two-room apartments using community toilet facilities. A survey conducted by the same organization among 5,000 aircraft workers (30 percent of whom filled out and returned the questionnaire) indicated a 38 percent increase in rents. The average rent for this group in 1940 was between $20 and $30 per month. By 1941 the average monthly rental had increased to approximately $40 per month. These surveys also indicate that the increase in rentals in the higher brackets, namely, those above $40 per month, was only about 18 percent.

AUTO CAMP RENTALS

Investigation of rents in some 52 auto camps and 32 trailer camps indicated that rentals for this type of accommodation had increased approximately 20 percent over 1940. All the camps are overcrowded and it is estimated that there are perhaps 1,000 trailers parked throughout the community not located in licensed auto or trailer camps.

A homes registration bureau has been established in the community. According to the San Diego Union of March 15, 1941, the director of this bureau reported an acute shortage of furnished and unfurnished houses, with virtually no vacant houses in the $30 to $35 class, either furnished or unfurnished and with the greatest demand being concentrated in this rental bracket.

Chaplain Dyer, of the Navy, reported that there are approximately 25,000 families of enlisted men and officers residing in San Diego, that most of the enlisted men pay from $30 to $35 per month rent, the officers from $45 to $70. He stated that he would estimate the rental increase during the last year at 35 percent for the enlisted men, which in general confirms our estimate of the total rental increase during the last year. He further stated that he received over 800 complaints with respect to the existing housing shortage.

LOW-INCOME GROUP AFFECTED

With respect to the lowest income group, representatives of the division interviewed the director of the San Diego County Public Welfare Department, the local director of the State relief administration, and the director of the neighborhood settlement house. All of these officials agreed that in the lowest income

groups there had been an increase in the last year of approximately 10 to 15 percent in rental rates and that there was an acute shortage of low-cost housing for the recipients of public welfare. Most of them stated that the need for additional housing for this group was "extremely acute" and that the increase already noted had caused great hardship.

San Diego was the only community investigated in which there seemed to be in certain quarters a decided opinion to the effect that some measure of governmental rent control was necessary. Major E. N. Gott, vice president of the Consolidated Aircraft Corporation, was definitely of the opinion that some measure of control was needed and submitted to this division a plan for a rent-control statute based in part on the orders in council promulgated by the Canadian Government in September 1940. Major Gott's recommendations on this score are set forth as follows:

PLAN FOR PROPOSED RENT-CONTROL LEGISLATION

1. Granted that a landlord is entitled to a fair return upon his investment; the law should state what such a return should be—for instance, 1 percent of the appraised value per month—and then should fix a penalty for anyone charging in excess of that amount.

2. The appraised valuation could be determined by a representative of the county assessor, and would not necessarily have any bearing upon the then assessed valuation; but, of course, in cases where the appraised valuation was very materially increased then, as the assessor would be the deciding factor in making the appraisal, the property owner would think twice before raising the ante too high.

3. Rents to be so controlled would be only within a certain radius of accredited defense industries as certified to by either the commanding general of the corps area or by the commandant of the naval district in which the facility is located. Of course, the legislation should be limited to the term of the present emergency.

4. The city government of San Diego is not empowered to enact such legislation, but it is probable that a bill along these lines will be introduced in the present session of the California State Legislature.

One of the difficulties at the present time in San Diego seems to be the insecurity felt by all of the lower-income groups with respect to rents. Based upon their experiences of recent months they cannot be assured for any appreciable period of time as to what their rent will be. It is quite common at the present time for families to bid against each other for housing, with the result that rents are increased from month to month. Another general impression of the situation in San Diego is that families with children are placed in a definitely disadvantageous position by reason of the fact that many landlords will not rent to families having children.

RIVERSIDE

In the Riverside area the chief problem, of course, is centered in the activity at March Field and Camp Haan and the southwest air district headquarters. There are approximately 6,000 men in March Field and approximately 3,000 in Camp Haan (as of January 22, 1941) and at the southwest air district headquarters approximately 480 men and 62 officers. A considerable portion of the construction work in connection with the enlargement of these posts has been completed. Construction workers are beginning to leave the area. The contention is made in March Field, as in San Diego, that rents were abnormally low prior to the influx occasioned by the national-defense program and that such increase in rental rates as has occurred must be considered in light of this fact.

Under the national-defense housing program a $488,000 project involving a total of 150 units for noncommissioned officers at March Field and Camp Haan is underway. Completion of this project will eliminate to a considerable extent pressure for housing units in the community. The problem in this area is, of course, a strictly military problem and is not related to any defense industry.

At a meeting of the housing committee of the State council of defense on January 22, 1941, Colonel Pirie, of the Riverside County Chamber of Commerce, said that in his judgment 1,000 additional units of housing should be provided in the area, and at that date, the housing committee recommended to the Coordinator of Defense Housing in Washington the construction of at least 400 units of family housing in the Riverside area. From these estimates and recommendations, it is apparent that a housing shortage still exists in the community and it is not likely that this need will be met by private enterprise.

This is emphasized by the fact that in 1940 there were approximately 240 dwellings constructed in the city. Under normal conditions approximately 80 percent of the homes built in Riverside are constructed by and for home owners. There has been slight occasion in the past to build in the community for speculation or for rental purposes.

A considerable number of the construction workers employed on these projects were residents and home owners in the local community and have therefore not been affected adversely by such increase in rental rates as has taken place. Summarizing the situation for this area, it can be said that there is still a housing shortage, after making allowance for the Government projects now under way, and that in the low-rental brackets from $15 to $25 per month an increase variously estimated at from 15 to 25 percent has occurred in rental rates.

The community itself has established an appraisal committee consisting of members representing the Riverside Realty Board, military organizations, the local city and county chamber of commerce, and property owners. Complaints with respect to unfair rents are referred to this board, which then attempts to recommend a fair rental value. The increase in rental rates in this community has not been as sharp as in the city of San Diego.

SAN LUIS OBISPO COUNTY DEFENSE AREA

Most of the problem in this area has been occasioned by the two important defense units—namely, Camp San Luis Obispo at San Luis Obispo, and Camp Roberts at San Miguel. The housing committee of the State council of defense held a meeting in San Luis Obispo on January 15, 1941, at which time the committee heard from most of the interests represented in the community.

As a result of the evidence presented at this hearing the committee under date of January 22, 1941, recommended to the Coordinator of Defense Housing in Washington the construction of 500 units of housing at San Luis Obispo and the construction of 250 units in the Paso Robles, Atascadero, San Miguel area. At a later meeting of the committee under date of March 3, 1941, it was recommended that any housing project inaugurated in this area should be located in Paso Robles.

There has been a noticeable influx of trailers into the area, particularly in connection with the construction work at the camps, but the problem occasioned by this influx will tend to abate itself as the construction nears completion. Our investigation indicates that there is an acute shortage of housing, particularly in the rental bracket from $25 to $40 per month; that rents in the higher brackets and in the lower brackets have not as yet shown a noticeable increase, but that rentals in the middle bracket have shown a sharp increase. Units which would normally rent between $25 and $40 per month have increased to $45 and $75 per month. This increase in the bracket in which the maximum demand is concentrated has caused considerable hardship. This hardship has not as yet been noticeably reflected insofar as the local civilian population is concerned, but there are indications that such will be the case in the near future unless the existing housing shortage is relieved. Indications that such will be the development may be shown as follows:

A city employee in San Luis Obispo formerly paid $25 per month for a three-room apartment. This rent was increased from $25 to $30 and from $30 to $35 within the last few months. An employee of a railroad in San Luis Obispo found his rent increased from $35 to $60 per month within a relatively short period of time. High building costs in the community by comparison with other areas in the State have had some effect in retarding new construction. Current reports indicate that the Government intends to establish a project at Paso Robles and the completion of this project will to some extent relieve the existing shortage. Lt. Col. O. H. Means, at Camp San Luis Obispo, and Colonel Christian, Lieutenant Colonel Marston and Lieutenant Colonel Arnold at Camp Roberts, all indicated that there is a need for low rental housing units but no one interviewed in the area thought the situation was so critical at the present time as to indicate a necessity for rent control. This statement is based upon a rather comprehensive coverage of the community.

MONTEREY PENINSULA AREA

Investigation of housing conditions and rental rates in the Monterey defense area was made during the period from March 17 to 22, 1941. Over 40 workmen engaged in construction work at Camp Ord near the city of Monterey were interviewed. Most of these workers indicated general satisfaction with housing conditions and our conclusion is that the housing problem in the Monterey area is not acute, particularly by comparison with the city of San Diego. The number

of construction workers at Camp Ord is approximately 400; at one time the number was approximately 3,000. The reduction in the number of construction workers has tended to relieve the housing shortage which did exist some time ago. This defense area, moreover, is located in a region where there are several towns and important summer resorts, a factor which has tended to mitigate the problem.

In considering rental rates in this area one factor must be emphasized—namely, that rents in the community are geared primarily with respect to the summer tourist trade and when the influx took place with respect to the defense activities local residents asked rents in the winter period comparable to those received during the summer period. These rents, while normal in the community during the summer months, nevertheless may have impressed those not familiar with this situation as being somewhat excessive. Out of a sample of 22 dwellings housing construction workers or noncommissioned officers in the city of Monterey, the division found rents had only been increased in 5 cases. In 1 case 5 percent, 1, 16⅔ percent, 2, 20 percent; 1, 33⅓. In Pacific Grove a sample of 15 dwellings housing construction workers from Camp Ord was inspected. Out of this sample only 4 reported increased rents; 1, 14⅔ percent; 1, 50 percent; 1, 55 percent; and 1, 81 percent. An auto camp located at Oak Grove housing construction workers from Camp Ord reported a general increase in rent for its facilities of 33⅓ percent. Three auto courts in the vicinity of Seaside were inspected, one of which reported substantial increase in rents, 2 of which reported that they had not increased rentals. A number of dwellings housing construction workers in Watsonville were inspected, no rental increases being noted. A sample was taken at Castroville and no increases in rental rates were noted.

In connection with auto camps this comment should be made—namely, that where auto-camp operators rent to permanent occupants and not to transients, it is customary to charge a higher rental. A large number of persons was interviewed in this general area. They all indicated a shortage of rental units in the moderate brackets of $25 to $40 per month and a general increase of rental rates in the area but none of the persons interviewed stated that rent control was essential. The peak of the construction work is apparently over and this factor will of itself relieve the situation. When the normal summer tourist influx to the Monterey Peninsula takes place, however, the existing housing shortage will be accentuated.

Mr. James F. Van Loben Sels, liaison officer between the chamber of commerce and the army at Monterey, stated that there is no noticeable housing shortage, but that units which would normally rent at $45 per month have in many cases increased to $60 per month. He also stated that there had been no wild fluctuation in rentals in the area but that property owners are now getting the customary summer rental rates during the winter and spring season. Among those interviewed was Maj. Gen. Joseph W. Stillwell. He stated that housing and rental conditions are now fairly normal. A survey of rental agencies was effected at the time officers and enlisted personnel began to arrive and every effort was made to prevent an excessive increase in rents.

From a questionnaire circulated among the officers, he stated that the returns indicated few if any complaints with respect to excessive rents. In interviewing officers it was found that there was some variance of opinion but the general impression, as stated, was confirmed by interviews with Col. Roger S. Fitch, Lt. Col. O. W. Hoop, and Lt. Col. John E. McMahon. A county housing authority under the provisions of the United States Housing Authority is now in process of formation in Monterey County. There is likewise a housing project of 264 units now under construction at the south end of Camp Ord to accommodate noncommissioned officers and their families and civilian employees in the army.

The creation of the local county housing authority and the completion of the latter project will do much to relieve the present shortage. Generally speaking in this area the summer rental rates are approximately double what the normal winter rental rates were prior to the national-defense program. At the present time, most landlords are securing the same rates and these rates in general throughout the area have been increased over what they were in the summer of 1940 by approximately 10 to 15 percent. For the Monterey area the division is able to furnish the following indication of the general level of rents:

In city of Monterey:	
2-room apartment (per month furnished)	$25.00
5-room apartment (per month furnished)	26.50
Do	30.00
1 room in a house (per month)	12.00
2 rooms in auto court (per month)	12.00
Do	20.00

In Pacific Grove:	
2-room apartment (per month furnished)	$27. 50
2-room house (per month furnished)	22. 50
4-room house (per month furnished)	25. 00
Do	35. 00
5-room house (per month furnished)	35. 00
Do	40. 00
1 hotel room (per month furnished)	14. 00
Do	22. 00
2 rooms in auto court (per month furnished)	32. 00
Do	48. 00
In Carmel: 5-room house (per month furnished)	60. 00
In Seaside:	
4 rooms (per month furnished)	30. 00
2 rooms in auto court (per month furnished)	20. 00
In Oak Grove: 2 rooms in auto court (per month furnished)	40. 00
In Castroville:	
4 rooms (per month furnished)	13. 00
5 rooms (per month furnished)	25. 00
In Watsonville:	
3 rooms (per month furnished)	28. 00
1 hotel room (per month furnished)	16. 00
3-room apartment (per month furnished)	15. 00

Interviews with the welfare agencies in the area indicate a shortage of low rental units and an increase in rents in the lowest brackets over August 1940 of approximately 10.7 percent.

VALLEJO DEFENSE AREA

A survey of rental and housing situation in and around the city of Vallejo was made between March 17 and 21, 1941. The survey indicates a very acute housing shortage in this area. At the present time there are approximately 17,000 employees in the Mare Island Navy Yard. The estimates received by the division indicate that perhaps as many as 6,000 of these employees now commute from localities as far removed as Oakland, Vacaville, and Napa.

The majority of complaints regarding rentals comes from the lower income groups. There has been a great influx of people into the community from all parts of the United States; some were interviewed, for example, who had come from Texas and Georgia and a considerable number had moved into the area from the agricultural valleys of California. Many of these people have been accustomed to paying fairly low rents—that is, rents lower than those generally prevailing in urban communities.

Generally speaking, the situation in Vallejo would indicate that rents being received are not particularly excessive with relation to rents being charged for comparable units in other communities but that they are definitely excessive when related to the income of the groups involved.

A case in point is that of a watchman in the navy yard whose salary is $100 a month and who is compelled to pay at the present time $35 per month for a furnished house, not including utilities. This individual felt that the rent he was being charged was excessive, but our inspector states that the housing in question is a house that normally would rent in the community for $35 per month. Instances of what might be termed rent profiteering were found in several cases where individuals had rented homes and had in turn subleased rooms at what were under the circumstances excessive rates. But in the sample taken in this community, rents being charged for dwellings and apartments were somewhat similar to the same rents prevailing for the same units a year ago. Many landlords reported that although rents had been raised they in turn had been compelled to make improvements and repairs in their properties and felt that under the circumstances they were entitled to higher rents. Our inspector indicated that the officials at the yard had checked through their file of complaints about excessive rents. These complaints were relatively few in number.

The Navy has constructed some 600 units of housing and some 900 additional temporary units are planned. The division took a sample of 81 habitations housing workers employed in the navy yard. Rents had only been increased in 32 out of the 81 units inspected. The increases for the 32 units involved showed a sharp variation from 8½ to 150 percent, but the average increase was approximately 30 percent. Several instances were found in this sample of units

which were designated by our inspector as unfit for human habitation. A sample of this type of unit is the case where 7 beds were found located in the basement of a building with cheesecloth being used to effect partitions between the beds; window area was inadequate, the place was generally insanitary. The owner of this establishment was renting bed space in the basement for $10 per week per person. The aide to the commandant of the Mare Island Navy Yard was interviewed. He stated that the Navy is concerned over the possibilities that the estimated 6,000 workers now commuting to the area might take jobs elsewhere and that the existing housing shortage might result in considerable inefficiency. All of the persons interviewed in this area indicated that vacant dwellings were virtually nonexistent at the present time and that a most acute housing shortage prevailed.

NONDEFENSE WORKERS ALSO AFFECTED

The effect of the housing shortage in defense areas is, of course, not restricted to workers directly involved in the defense industries or in the armed services. The influx of workers into these areas has created a general housing shortage which in turn has almost eliminated available low rental units. This is definitely reflected in a report issued by the State relief administration under date of February 8, 1941. In San Diego, according to this study, 27 percent of the State relief administration cases were paying rents above the maximum State relief administration allowance.

No attempt was made to appraise the situation in the metropolitan area of Los Angeles, but reports received by the housing committee of the State council of defense indicate that the vacancy rate is falling throughout the area but that to date rentals have shown little change. Most of the information received by the committee would indicate that a housing shortage is very likely to develop in the area in the near future.

RECOMMENDATIONS

In your letter of March 10, 1941, you requested this division to submit together with its report any recommendations that it might have to submit, including any recommendations with respect to needed legislation. In this connection the following recommendations are submitted.

(1) That a copy of this report be submitted to the housing committee of the State council of defense and to Mr. Chester Palmer, Coordinator of Defense Housing, Washington, D. C., together with a letter of transmittal from Your Excellency urging that additional defense housing be provided immediately, with particular reference to San Diego and Vallejo. In general, it is the opinion of this division that the problem can best be met through an extension of the defense housing program, for in the last analysis it is additional housing that is needed and the problem can only be met in this manner.

(2) That following the precedent which has been established in Riverside, it might be suggested to the other communities involved either through your office, this division or the housing committee of the State council of defense, that local rent-appraisal boards be constituted on a purely voluntary basis to make recommendations concerning rental rates.

(3) Following numerous suggestions received by this division in the course of its investigation, we would recommend that the contents of this report be publicized through your office and that an appeal be made in your name as Governor of the State urging property owners in the areas in question to show the utmost moderation in connection with rental rates. It might well be pointed out in any such appeal that excessive rental increases brought about in a short period of time and in areas where acute housing shortages exist, are likely to lead to some form of rent control which most of these communities seem anxious to avoid at the present time.

(4) That some provision be made whereby the State government as such may be kept constantly in touch with the problem in the national-defense areas and that a clearing house be established in which all of this information may be centralized. This end can be accomplished in several different ways—namely, through enlarging the housing committee of the State council of defense and through giving the State council of defense, as such, definite legal status as an agency of the State government and by providing the housing committee of the State council with adequate personnel for this purpose. The same end might be achieved by utilizing the facilities of the division of immigration and housing for this purpose, but for the division to undertake this responsibility and at the same time to discharge duties which are made mandatory upon it under existing statutes, would require increased personnel.

(5) With respect to your specific inquiry concerning rent control legislation, I am attaching to this report a copy of a statement of the National Defense Advisory Commission, Consumer Division, entitled "Maintenance of Fair Rents During the Emergency," being Bulletin No. 7, dated January 7, 1941. This comprehensive report sets forth all of the various considerations which must be carefully weighed and considered before rent-control legislation is instituted. I am likewise attaching to this report a copy of a suggested Emergency Fair Rent Act which has been drafted by the Consumer Division of the National Defense Advisory Commission, being Bulletin No. 10, under date of March 15, 1941. The division is in receipt of wire from Harriet Elliott, Consumer Division Commissioner of the National Defense Advisory Commission under date of March 31, 1941, indicating that rent legislation has been introduced in New York and Connecticut to date.

The division has gone over both the report of the National Defense Advisory Commission and the proposed model statute carefully and has discussed the contents of both documents with housing officials throughout the State. As a result of this consideration the division recommends that if in your judgment the situation warrants legislative action at this time that the model act attached hereto be used as the basis for any such proposal.

(6) As to whether the present situation in the defense areas surveyed does, in fact, warrant rent control, the conclusions of this division are as follows:

That there is no indication at the present time of the actual necessity for rent control in any of the areas investigated, with the exception of San Diego. Unless the national-defense housing program is rapidly expanded in this area within the next few months, it is our judgment that some form of rent control will have to be established. In this connection the division would like to emphasize again, however, that the answer to this problem is to be found in an expansion of the national-defense housing program rather than through rent control which is at best a temporary and makeshift device.

(7) In view of the fact that no mechanism exists in the State at the present time for rent control and in view also of the fact that any such control would have to be established by the State government rather than through any local governmental unit and in view also of the fact that the situation in these national-defense areas might become much more acute in the near future than it is at the present time, the division would point out to you for careful consideration the advisability of submitting to the current legislature an act based upon the model statute drafted by the National Defense Advisory Commission.

Were the legislature to adopt such a statute, then at least the necessary machinery would be established and could be used when necessary without having to submit legislation of this character at a special session or to defer action until the next general session of the legislature. If the model statute referred to were adopted and appropriation made as provided for in the statute, then the commission created under the terms of the act could keep in the closest possible touch with the situation at all times. We would point out in this connection the powers conferred upon the proposed emergency rent commission under section 4 of the model act. In view of these considerations the division recommends to Your Excellency that a statute based upon the proposed enactment herewith submitted be introduced before the adjournment of the present legislature. You will note under the proposed act that the commission itself would determine the necessity in each instance for the establishment of a rent-control program. Were such an act to be passed, therefore, the commission that would thereby come into existence could consider at much greater length and in much more detail than this division has been able to do upon short notice whether or not the situation in any of the defense areas in California at the moment is serious enough to warrant rent control.

Under the powers that would be conferred under the terms of this act they could utilize the facilities of existing Federal, State, and local agencies; compel by subpena the attendance and testimony of witnesses with respect to matters under investigation; investigate housing and rental conditions throughout the State as affected by the national-defense program and conduct hearings with respect to shortage and to prevent by means of publicity, negotiations or otherwise an unjustifiable increase in rents.

The mere passage of such an act would in and of itself in the judgment of this division have a desirable effect. All complaints with respect to excessive rentals, for example, might then be referred directly to this commission which could make a complete investigation and a recommendation which might then result in alleviating the particular situation.

I am particularly impressed with the desirable functions that might be discharged by such a commission in light of the experience of the housing committee of the State council of defense which has endeavored to discharge much the same function but which by reason of the fact that it has no legal standing and only a voluntary personnel and no funds has not been able effectively to cope with the rapidly developing phases of this situation.

Mr. ABBOTT. As exhibit 13, I offer a report by Dr. E. A. Blondin, chairman of the special committee to investigate needs for private, approved hospital facilities in San Diego.

EXHIBIT 13.—ADDITIONAL HOSPITAL NEEDS IN SAN DIEGO

Report by E. A. Blondin, M. D., Chairman Special Committee to Investigate Needs for Private, Approved Hospital Facilities in San Diego

Pursuant to instructions from the chairman of the council, an investigation was made of the demand for hospital beds at the County Hospital and for changes necessary to adequately care for the estimated increase in indigent hospitalization.

Meetings were held with representatives from each of the departments of the active staff of the County Hospital, and also with the health commissioner and other physicians representing the past and present hospital advisory boards. At these meetings the following facts were brought out:

1. During the year from April 1, 1940 (the official census), to April 1, 1941, the population of San Diego has probably increased from 203,341 to 250,000—25 percent.
2. During this period the total income of wage earners in San Diego has increased 117 percent.
3. During this period the demand for beds in private hospitals has increased.
4. During this period the demand for beds in the County Hospital has decreased.
5. It is estimated that our population will increase by 45,000 during the next year—20 percent.
6. No sudden let-down in the number of employed persons in San Diego is anticipated, even after the present emergency is over.
7. Many hospitals are in active and satisfactory use throughout the United States and the world which are many times older than the present County Hospital buildings.

BEDS FOR 25-PERCENT POPULATION INCREASE

After a careful consideration of the above and other facts, it was agreed that the department of medicine, surgery, orthopedics, obstetrics, pediatrics, E. N. T., ophthalmology, urology, and gynecology, have adequate number of beds to care for an estimated 20- to 25-percent increase in population.

It was agreed that a communicable-disease ward of 100 beds properly arranged (by use of cubicles), would adequately care for any estimated increase in population.

It was agreed that the men's ward and service buildings at Vauclain would be required in the near future and, if Federal funds are available, should be built now to provide an additional 140 beds for the treatment of tuberculosis and chest pathology.

It was further agreed that a new clinic building is advisable.

IMPROVEMENTS RECOMMENDED

The following changes and improvements were recommended, to make the present hospital facilities even more adequate to care for any anticipated increase in population:

(1) *Obstetrical.*—The use of visiting nurses, permitting multiparous mothers to be discharged on the fourth or fifth post partum day, at a considerable saving.

(2) *Surgical.*—The use of visiting nurses, permitting an estimated one-third to one-half of the post operative patients to be discharged from 7 to 10 days earlier, at a considerable saving. No additional operating rooms are necessary.

(3) *Orthopedics.*—The use of visiting nurses or convalescing home or convalescing-ward service, permitting an estimated 25 percent of orthopedics cases to be discharged from the hospital, at a considerable saving.

(4) *Medicine.*—The provision of facilities for more prompt laboratory reports. At present, a patient's discharge from the hospital may be delayed as long as a

week or more because of a delay in some laboratory procedure. Interns' laboratory is quite inadequate in its equipment.

(5) *Pediatrics.* (*a*) Wider use of visiting nurses or convalescing homes permitting earlier discharge of children from the hospital; (*b*) pediatrics department should be returned to quarters designed for it, on the first floor; (*c*) the present practice of holding "diphtheria carriers" for long periods in communicable-disease ward (without a virulence test as recommended by the State board of health), should be discontinued.

(6) *Communicable diseases.*—Removal of communicable-disease ward to one of the vacant buildings at Vauclain (already recommended by the hospital committee).

(7) *Urology.*—Use of visiting nurses or convalescing ward. At present many patients remain in the hospital for a week or more after their "discharge" because social service has not arranged for their removal.

(8) *Ophthalmology.*—The provisions of adequate equipment in the clinic for refractions.

PREVENTIVE WORK URGED

In addition to the above, it was agreed that large epidemics cannot be prepared for with permanent hospital buildings: that these epidemics should be prevented by adequate health department work; that if such an epidemic as influenza should occur, it would necessarily be cared for in temporary hospitals, for which an adequate organization is being set up in the medical defense committee.

It was also agreed that it would be better to provide additional private hospital beds, which would care for the additional need in the present time of prosperity. In time of depression, when the demand for free hospitalization would increase, there would be a surplus of facilities in private hospitals. It would be much more economical for the county to rent facilities in private hospitals at such time than to overbuild the County Hospital at this time for an anticipated depression at some time in the future.

HOSPITAL-INSURANCE PLAN

It was further agreed that widespread use of the hospital-insurance plan in private hospitals will adequately solve the problem of medical care among the employed groups. In Rochester, N. Y., with 300,000 population, there are over 145,000 holders of hospital insurance.

Finally, it was agreed that a very vital need for the community, though not for the County Hospital, was the erection of a community convalescent home of at least 100 beds. This is necessary to replace the many small private convalescent homes which have in recent months been changed into boarding houses, and also those which have been closed because of inadequate facilities. Such a community convalescent home could be self-supporting, when once established, and should not be built nor maintained in any way by city, State, or Federal agency.

NEED FOR ADDITIONAL BEDS

According to the San Diego Evening Tribune, April 10, 1941:

"There are approximately 90,000 civilians gainfully employed in San Diego at this time. The annual pay roll of these workers is $12,000,000. The naval and military pay roll is $30,000,000."

On April 1, 1941, Mercy Hospital had but 25 empty beds out of 360 capacity. Quintard Hospital was also practically at capacity.

On April 6, 1941, County Hospital, with a capacity of 430 beds, had a census of 251 patients, as follows: Communicable disease, 26; pediatrics, 12; medicine, 71; urology, 20; orthopedics, 37; surgery, 33; eye, nose, and throat, 9; gynecology, 10; obstetric (mothers, 17; babies, 16), 33.

Admissions to surgical ward:	
First quarter, 1940	363
First quarter, 1941	291
Admissions to clinic:	
First quarter, 1940	13,352
First quarter, 1941	12,553
Admissions to County Hospital (main building):	
First quarter, 1940	2,043
First quarter, 1941	1,938
Newborns at County Hospital:	
First quarter, 1940	233
First quarter, 1941	146

The chamber of commerce reported on February 20, 1941:

"Of these 45,000 new people in the community, 7,500 will be married officers and enlisted men of the Navy and their families (not eligible for County Hospital); 1,800 will be Army men and their families (not eligible); and 35,000 will be employes of aircraft factories and their families.

"As an indication that there will be no let-down in the present industrial situation in San Diego, the following facts are of interest:

"(*a*) The Army and Navy must always continue to have new planes and more planes and larger planes. The construction of these planes will keep local factories busy.

"(*b*) Ocean flying is in its infancy. When the world is again at peace there will be a demand for hundreds of large transoceanic passenger planes capable of flying nonstop, with large loads of passengers, mail, and express, to Europe, the Orient, Hawaii, etc. Consolidated Aircraft is one of the few companies capable of building this equipment.

"(*c*) The domestic air lines in the United States at present have a total of 322 transports in operation. These companies could use 3 times this amount of equipment at the present time if it were available. It is obvious that a tremendous market for commercial transports will be available when the war is over. Consolidated is again one of the few companies capable of building these large transports.

"(*d*) Forty thousand young men (civilians) are being trained by the Government to fly. This creates a potential market for a huge number of small sport planes which can be sold for $1,000 or less. In volume production, a splendid small plane can be produced for this price. Therefore, the market for such manufacturers as Ryan Aeronautical seems also assured.

"(*e*) Due to climatic and other advantages, San Diego will always be an important aviation center. It is safe to assume that present aircraft plants will continue to operate and expand, and that new factories to produce planes and accessories will seek to locate here."

REPORT OF SPECIAL COMMITTEE

The special committee to investigate the needs for additional private, approved hospital facilities, and individual members thereof, have held numerous meetings with Sister Mary Beatrice, superior at Mercy Hospital; Most Rev. Bishop Buddy, of the Diocese of San Diego; Father O'Dwyer, head of Catholic Charities: Captain Crandall, head of Scripps Memorial Hospital; Mr. A. E. Hodgeman; Captain McMorries, United States Navy; Chaplain Dyer, Eleventh Naval District; and various businessmen in the community, as well as meetings to which designated groups of physicians were specifically invited by letter and, through the Bulletin, all the physicians were invited to attend.

The facts as brought out at these meetings are as follows:

1. San Diego has an estimated population of 250,000.
2. The general approved hospital beds in San Diego are as follows:

	Beds
(*a*) County Hospital, main building	430
(*b*) Mercy Hospital	360
(*c*) Quintard Hospital (applying for approval)	75
Total	865

This gives a figure of 3.46 general, approved, hospital beds per thousand. Maintaining this same percentage, approximately 175 additional beds would care for the increase of 50,000 population estimated for the next 12 months.

3. While no physician nor group of physicians came forward to specifically name any instance in which the private hospitals of San Diego were filled to capacity, a number of such instances have been related unofficially. Also, on April 1, 1941, Mercy Hospital reported 15 beds for adults and 10 beds for children vacant, or 93 percent filled. On the same date Quintard Hospital reported 20 beds available, although 2 days before there had been no beds available. This would indicate that with the present population our private hospitals are operating dangerously near capacity.

4. From the best information obtainable from all available naval sources, there is little likelihood of the Navy Hospital building its own facilities to care for dependents or releasing its present contract for beds with Mercy Hospital.

In view of the above facts, it is the opinion of your committee that there is a true need for approximately 200 additional private, approved, hospital beds in San Diego.

Four possible sources of additional hospital facilities were presented to your committee:

1. The addition of another wing of Mercy Hospital.
2. The establishment of another hospital by a different community of sisters separate from Mercy Hospital.
3. Mr. Hodgeman's plan for a nonsectarian community hospital dependent upon a Federal loan (Memorial Hospital Association of San Diego).
4. A community hospital sponsored by a different group of citizens and with a building fund raised in part, at least, by popular subscription.

HOUSE COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION

Mr. ABBOTT. As exhibit 14, I offer a tabulation by the San Diego Chamber of Commerce, on the growth of population to May 1942, as estimated by the industrial department of that organization.

EXHIBIT 14

Estimated population growth of San Diego compiled by industrial department, San Diego Chamber of Commerce, May 20, 1941, for the Federal Power Commission

Organization	Present number of employees I	Total new employees by 1942 II	Number of new employees from outside San Diego III	Number of dependents of new men from outside IV	Total new residents column III+column IV V
Consair	16, 500	15, 500	12, 400	22, 320	34, 720
Ryan	1, 600	800	640	1, 150	1, 790
Solar	1, 000	1, 000	800	1, 440	2, 240
Rohr	800	2, 000	1, 600	2, 880	4, 480
Other aviation	225	300	240	430	670
Other commercial	66, 540	2, 000	500	900	1, 400
Naval civilians	3, 335	1, 400	1, 200	1, 920	3, 120
Total civilians	90, 000	23, 000	17, 380	31, 040	48, 420
Navy and marines	27, 000	4, 000	----------	2, 000	3, 000
Army	8, 700	2, 500	----------	200	300
Total military	35, 700	6, 500	----------	2, 200	3, 300
Total military and civilian	125, 700	29, 500	17, 380	33, 240	51, 720

NOTE.—Population of the city of San Diego on Apr. 1, 1940, according to the United States Census, was 203,341. Since that time, 55,000 new residents have been added; and another 51,720 will be added by the spring of 1942. Therefore, San Diego's population in May 1942, will be approximately 310,000, exclusive of naval and military personnel.

Mr. Abbott. As exhibit 15, I offer a statement by Lottie L. Crawford, president of the San Diego Planning Commission, setting forth some of the problems confronting long-term planners as a result of national-defense migration.

Exhibit 15.—Effect of the Worker Influx on the City Plan of San Diego

By Lottie L. Crawford, President, San Diego City Planning Commission

In the early 1930's a long-term plan for allocation of city expenses and needs for the development of the municipality was laid out by the city planning commission. This 10-year plan was based on the normal growth of the city and worked excellently until the defense program was developed.

In 1935 Lindbergh Field was a "triple A" airport. It was probably the most perfect port in the United States from the viewpoint of location in regard to the business area and in size. At this time the city council agreed to lease space here for various aircraft industries. Subsequent development of these industries has cut down the size of the field materially.

In 1937 Pacific Highway was completed at a cost of $2,500,000. It was felt by the city planners that access to the city from Highway 101 was settled for many years to come. Stemming from Pacific Highway was Camino del Rio with its access streets of Sixth Street, Texas Street, Ward Road, and Mission Valley Road to College Park. This allowed incoming traffic to enter the residential districts on a high-speed highway without going through the business area.

PREDEFENSE PLANNING

At this time the city was well planned into an industrial area which followed the water front, the business areas which covered the downtown district, and the outlying subcenters. Residential areas were well defined and zoned. Roads to the beaches seemed adequate, and park facilities seemed satisfactory.

Then came the war contracts of 1940 and with them the influx of defense workers which, in less than 6 months, carried the city to a population which had been estimated it would not attain for at least 6 years.

It was decided by Public Building Administration to build 3,000 homes for these workers. Apparently without regard for any consideration excepting that the area was a large property in one ownership, those responsible for the selection of the site for these houses chose the only direction in which the city had not expanded and crossed the river to Linda Vista Mesa. The consideration of the single ownership has already been proved an unnecessary one by the filing of condemnation proceedings under the law of eminent domain.

According to the city plan the southeastern part of the city had been set forth for an industrial area with a large expanse of cheap land already served by highways, water, sewers, and schools.

LINDA VISTA MESA SERVICES

Linda Vista Mesa is served by one 10-inch pipe line for water which at that time was being extended to serve Camp Elliott which would take its entire capacity. It is also served by two 2-lane highways, both leading into Camino del Rio. No other facilities are there. The nearest subcenter is at least 5 miles from the property. Had city planners and other officials been consulted in the selection of this site, it would have been possible to have placed this development where all facilities were already in. A new water main must be run to this property, a complete sewer system must be installed, schools must be built, police and fire arrangements, garbage collection and all such facilities must be built for this property so that the original cost of the land is a very small proportion of what it will be when these necessary facilities are added.

TRAFFIC HAZARDS

The cost in lives on the two-lane highways will only be estimated from the police records after it is necessary to move 3,000 workers from this area twice a day.

The unprecedented expansion of Consolidated Aircraft with the movements of its workers has so clogged Pacific Highway that it is no longer usable as an entrance to the city from Highway 101.

The development of Consolidated Aircraft along with other defense industries in the expansion of military establishments has imposed an abnormal traffic load on the street system of the city. The mass of the population of the city of San Diego is located in the northeastern portion of the city adjacent to Balboa Park. The defense industries and military establishments are situated in two localized spots—one to the west in the vicinity of the municipal airport and the other in the southeastern portion of the city adjacent to the bay.

NEED OF ACCESS ROADS

There is a dire need at the present moment to provide access roads from the residential areas to these defense industrial districts. There is a need for an east and west road from the vicinity of the Consolidated Aircraft to connect with the Washington Street extension under construction, and a north and south road from the vicinity of the destroyer base to the North Park area. These two roads are necessary to facilitate the transportation of the defense workers from their homes to their places of employment.

With the continued disregardance of facilities offered and the city plan, Public Building Administration selected an area near Old Town for dormitories. This makes an already problematical intersection, that of Rosecrans and Pacific, a five-way intersection which will take its increasing toll in lives as it has done in the past with a relatively small amount of traffic.

Within the last month, disregarding a request of the city council, Federal Works Agency has selected another site on Pacific Highway for 1,000 demountable homes. The city council requested that these homes be put in the southeastern part of the city.

That this report may not be a continued plaint of lack of cooperation with the city officials, I would like to point out that the Farm Securities Administration has cooperated with the representatives of the city government and accepted their advice in the location of all of their activities.

The continuing dredging of the bay has shrunk the harbor from an area of 22 square miles to 15 square miles—that in view of the fact that there are thousands of acres of unusable land for anything excepting residential purposes surrounding the city.

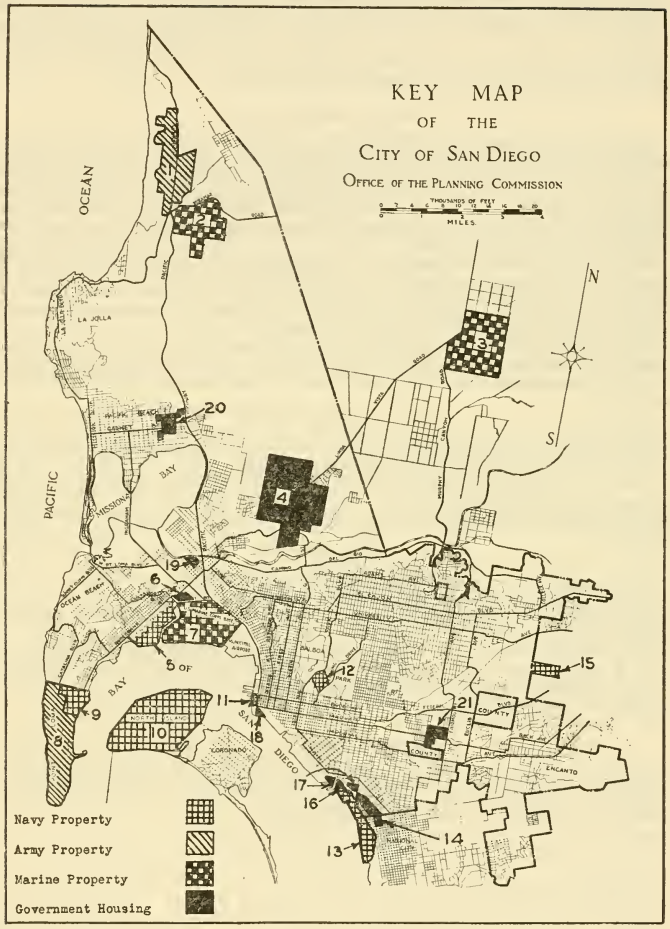
NEW PROBLEMS

The problems for the new 10-year plan presented are:

1. A new city entrance to tie in with Highway 101.
2. A method of widening Camino del Rio to care for the disbursing of traffic into residential areas.
3. A straightening and widening of the highways from Linda Vista Mesa.
4. A rapidly expanding recreational plan to care for the needs of the workers.
5. A solution of the airplane landing problem with development of both public and private landing fields.
6. Financing these projects.

Mr. Abbott. As exhibit 16, I offer a map of the city of San Diego, showing defense projects, prepared by the office of the planning commission. The map is intended to show changes in the earlier city plans, occasioned by the defense program.

EXHIBIT 16



1. Camp Callan.
2. Marine Rifle Range.
3. Camp Elliott.
4. Kearny Mesa housing project.
5. Naval training station.
6. Navy housing unit.
7. Marine Corps base.
8. Fort Rosecrans.
9. Navy fuel depot.
10. North Island naval air station.
11. Eleventh Naval District headquarters.
12. Navy hospital.
13. Navy destroyer base.
14. Navy housing unit.
15. Naval radio station.
16. Farm Security Administration dormitories.
17. Farm Security Administration trailer camp.
18. Farm Security Administration dormitories.
19. Public Building Administration dormitories.
20. Federal Works Agency demountable houses, 1,000.
21. Federal Works Agency demountable houses, 500.

Mr. ABBOTT. I offer, as exhibit 17, a report on hospital facilities in the La Jolla area of San Diego, by Mr. Curtis Hillyer, president of the Scripps Memorial Hospital.

EXHIBIT 17.—HOSPITAL FACILITIES IN LA JOLLA AREA

By Curtis Hillyer, President, Scripps Memorial Hospital

JUNE 11, 1941.

The La Jolla region of the city of San Diego, while lying within the corporate limits of San Diego, is in fact a distinct community. It is immediately adjacent to the Army Coast Artillery replacement unit of Camp Callan. The only civilian hospital in this area is the Scripps Memorial Hospital which has a capacity of 38 adults, 3 children, and 6 bassinets. This hospital was built and endowed by Miss Ellen Browning Scripps at a time when the population of La Jolla and contiguous communities was approximately 5,000. It is now serving more than 15,000 people and its capacity has been reached. In addition to furnishing hospitalization for La Jolla proper, this hospital supplies hospital service for 7 other adjacent communities, to wit: Rancho Santa Fe and Del Mar on the north; Pacific Beach, Crown Point, Bay Park Village, Mission Beach, and Ocean Beach on the south.

La Jolla proper has 5,055 gas services. Using a constant of 2.5, this would mean that La Jolla proper now has a population of 13,000. We will discount this number and will estimate that this district has some 9,000 to 10,000 people. Pacific Beach has at least 4,000, Mission Beach 4,000, and Morena 1,500.

RAPID INCREASE IN BUILDING

During the last 2 years there has been a rapid increase in building throughout this area. At the present moment, there is in progress there a tremendous privately financed building program. This has been caused by the rapidly expanding defense projects, both military and civil. Three large aircraft corporations in San Diego proper—namely, Consolidated Aircraft Corporation, Ryan Aeronautical Co., and Solar Aircraft Corporation—have increased the number of persons employed by many thousands. Many of these new employees are family men and a proportionate share of them has moved into the Bay Park, Crown Point, Pacific Beach, and La Jolla areas. "Consolidated" is in process of enlarging its plant and expects to employ an additional 18,000 to 20,000 men. A proportionate share of these will locate in the areas above named.

The Army, Navy, Marine, and Coast Guard have all large training camps close to La Jolla—namely, Camp Callan, Camp Elliott, Marine Base, Naval Training Station, and Fort Rosecrans. Many families of officers have located within the area served by Scripps Memorial Hospital with the result that the 40-bed hospital of yesterday is too small to accommodate the increased population load of today.

The Army hospitals are maintained exclusively for the benefit of the Army personnel, and not for the wives and children of the officers or men. The existence of necessary facilities for hospitalization of these dependents, as you can readily see, has a direct bearing on the military and civil morale. A communication bringing this situation to the attention of the military heads has, in fact, been sent through official channels by General Hardaway, the commanding officer at Camp Callan.

NEED 50 MORE BEDS

A careful study has been made of this area, and it is estimated that it will take an additional 50 beds, together with enlarged surgery theater, changes in maternity department, etc., to accommodate the increased demand caused by the additional population.

The original hospital was built at a cost of approximately $400,000 for land, buildings, and equipment. Since then modern X-ray and physiotherapy equipment have been added in the sum of $35,000; a nurses' home was built and equipped at a cost of $40,000. These buildings and their equipment would be sufficient for the normal community but are not sufficient for the load placed upon them by the abnormal increase in population caused by national defense. The Scripps Memorial Hospital is a nonprofit eleemosynary community institution that has the support both financial and moral, to carry on within its income from

patients, endowments, and gifts. It does not have available the money necessary to finance a new addition and no gifts for such a purpose are now available.

We bring to your attention plans and specifications of a 50-bed addition that should be sufficient to care for the additional hospital facilities required. The land is now owned by the hospital on which to build the addition. Plans and specifications have been drawn up by Myron Hunt and H. C. Chambers which would add a minimum of 50 and a maximum of 55 additional beds, rearrangement of major and minor surgeries, maternity department, certain additional kitchen changes and dumwaiter arrangements. The estimate of cost is $186,000 to $197,000. The additional equipment will cost approximately $30,000.

Mr. ABBOTT. As exhibit 18, I offer a report by Mr. George W. Braden, western representative of the National Recreation Association, dealing with recreational facilities in San Diego.

EXHIBIT 18.—RECREATIONAL FACILITIES IN SAN DIEGO

Report by George W. Braden, Western Representative, National Recreation Association

SAN DIEGO, CALIF., *January 10, 1941.*

The service of your western representative at San Diego Thursday and Friday, January 9 and 10, was very well arranged by W. A. Kearns, superintendent of recreation, with attention to the following matters:

1. General problems which the city and the recreation department are facing, due to the growth in population during the past year from 200,000 to upwards of 250,000.
2. Rapid expansion of Federal housing for the Army and Navy and civilian population.
3. Rapid development of arms' units with the need of expanded defense recreation service.
4. Current problems which the recreation department is meeting.

During the 2 days, as guest of Superintendent Kearns, I visited Fort Rosecrans new Marine Corps camp, Torrey Pines artillery replacement center, the sites of the two Navy housing projects, the site of the new civilian housing project, State college, Navy recreation fields, and the Memorial Recreation Center.

Personnel service units in San Diego area

Navy:		
1. Naval training station (HP [1])	6,000	
2. Naval hospital	2,500	
3. Destroyer base (HP [1])	3,200	
4. Naval air station	5,200	
		16,900
Marines:		
1. Marine base	14,130	
2. Camp Elliott	[2] 5,000	
3. Rifle range	2,500	
		21,630
		8,000
Army:		
1. Fort Rosecrans	3,000	
2. Coast Artillery Replacement Center	8,000	
		11,000
Cavalry unit (Army)		1,200
		58,730
Personnel housing projects in the San Diego area (for families):		
1. Navy		600–154
2. Destroyer B		600–300
3. National defense		3,000

[1] HP: Housing project.
[2] Inner draft (additional).

Population expansion anticipated before the end of 1941, Consolidated Aircraft Corporation up to 40,000 workers. City of San Diego and vicinity from 250,000 plus 70,000.

City Manager Cooper and others outlined the tremendous problems which the city is facing, not only in relation to leisure activities but to housing, health, sanitation, and hospitalization, public safety, public utilities—light, water, and power, flood control and drainage, and especially the budget problems related to these.

Superintendent of Schools Crawford outlined the special problems which the board of education is facing in trying to care for the vast expansion of those of school age and Dean Peterson, San Diego State College, outlined problems which the college is facing due to the inflow of new students, the youth of the families moving into the San Diego district.

SPECIFIC PROBLEMS

This special service was directed to the following specific problems:

1. On-the-ground conferences and studies at Fort Rosecrans and Torrey Pines Camp relating the local department of recreation to needed defense recreation service, both in the camps and more particularly in San Diego.

2. Review of the recreation needs in connection with the Fort Rosecrans housing project, which will provide for 3,000 families. Map and studies were made in this connection.

3. The premilitary conditioning and needed changes in physical education technique were covered with Dean Peterson and Messrs. Kearns and Robb.

Colonel Hardaway and Lieutenant Colonel Carington were particularly appreciative of service rendered and have asked that we keep in very close touch with them. Superintendent Kearns will be notified immediately when the recreation officers are appointed at Fort Rosecrans and Torrey Pines Camp.

RECREATION AT MARINE CAMPS

Fort Rosecrans and Torrey Pines Camp will have the usual cantonment recreation facilities covering service club, guest house, library, motion-picture theater, regimental recreation rooms, gymnasiums, floors for dancing and athletic fields. Torrey Pines is just a half mile from the Pacific Ocean and a beautiful bathing beach. Both camps will have recreation officers and two hostesses. On special request we outlined the type of organization and service which these appointed people should render. We even went so far as to outline the technique and control of dances both within and without the camps.

The type of defense community recreation committees which should be appointed at San Diego and at LaJolla was reviewed in detail with the military officers and with Messrs. Cooper, Crawford, and Kearns. It was agreed that as early as possible the city will establish a new huge sports center in Balboa Park, using a most serviceable existing building built at the time of the exposition. It is large enough to hold 14 badminton courts. This center would be used by both civilians and men in uniform, a downtown center to serve primarily for social recreation for men in uniform.

Mr. ABBOTT. As exhibit 19, I offer a report by Katharine C. Halsey, general secretary, Young Women's Christian Association, of San Diego.

EXHIBIT 19.—HOUSING PROBLEMS OF WOMEN AND GIRLS ARISING FROM THE DEFENSE PROGRAM

By Katharine C. Halsey, general secretary, Young Women's Christian Association, San Diego, Calif.

JUNE 9, 1941.

This report, the facts, figures, and case stories, are submitted in an effort to help in the solution of a serious community problem.

The tremendous changes which have occurred in San Diego during the past few months are definitely affecting girls and women. There has been an unprecedented influx of people, due to two primary causes: (1) The greatly enlarged program for military service, and (2) the correlated expansion in defense industries, especially in aircraft construction and allied industries.

Great numbers of young women and girls have followed from all parts of the country, some of them capable of making an easy adjustment to a new community, and others who will definitely encounter difficulties in making this transition. One of the most difficult problems is the lack of adequate housing, and this factor creates a serious situation.

More facilities are definitely needed to provide suitable places for these girls and women to live in. Because of the nature of the problem, and the serious moral consequences involved, the need for some action has become so acute that something must be done.

It is a problem for the Federal Government.

AGENCIES OVERBURDENED

The facilities of the present community agencies are totally inadequate to handle the large numbers of girls coming to the city each month. The Salvation Army provides overnight lodging in a small hotel when this is possible. The Young Women's Christian Association has lodging space available for only 9 temporary emergency cases. The rest of the building is occupied by girls in permanent residence (87). Girls have had to be turned away because there was no room or bed for them. Some girls are actually sleeping in cars and on park benches; others are living in undesirable rooms in questionable districts; some are even being lodged in the city jail, and from the jail they must emerge with a jail record.

The Young Women's Christian Association is the only agency offering service 24 hours a day, 7 days a week. This is the agency which gives a girl the temporary "tide over" assistance (shelter and food) she must have until she can make a satisfactory adjustment to the new community—either through counseling and employment provided by the Young Women's Christian Association or by some permanent plan advised by some other agency. Sometimes this involves return to legal residence, and sometimes further relief until an adjustment may be made.

ROOMS NOT AVAILABLE TO GIRLS

Repeatedly girls who are seeking places to live have reported to us their difficulties in finding suitable rooms and apartments. Although many rooms are listed with the Central Housing Bureau and other sources it is found upon investigation that these rooms are not for rent to girls. The few rooms available to them give none of the privileges necessary to girls living away from home.

The Young Women's Christian Association investigation of possible homes for girls through our room registry committee has shown that many of the rooms formerly available to girls are now rented to young men. Also many of the places offered are unsuitable for the kind of girls who are seeking permanent residence in the city.

IN JAIL FOR LACK OF ROOMS

It is reported by the Police Department that 32 girls were kept in jail over night during the last month, because they had no other place to go. They investigated to find out whether the girls are vagrants, with no visible means of support, or whether they had become stranded through some unfortunate circumstance such as loss of money, unemployment, etc. If the girls were from nearby towns, Hollywood, Pasadena, etc., the parents were notified and they usually came for them, and thus a jail record was not necessary.

It was reported that most of the girls requesting lodging were girls from the north and east and that they had come here because some relative or friend was in the service, and located at one of the nearby camps. Frequently these girls are sent home.

The Young Women's Christian Association is providing temporary relief (food and lodging) vocational and personal counseling and employment for girls and women. The aid which can be given, however, is inadequate for the demand made upon the agency.

HALF ARE NONRESIDENTS

The following figures and case stories show the responsibility which the Young Women's Christian Association has been taking in the present emergency situation:

Fifty percent of the girls and women seeking help from the association are nonresident girls from other States.

Three hundred and eight girls have applied to the Young Women's Christian Association for aid, through the Employment and Counseling Department, during the 5-month period January 1 to June 1, 1941.

One hundred and eleven girls (not included in the above number) have been given temporary relief from 1 to 14 nights lodging and meals during that time, or have been given relief counseling.

Seventy-one girls have been given food, lodging, or small cash loans, during the 5-month period.

All of these girls are nonresidents, newcomers to the State, and are in addition to the regular resident girls whom we are serving.

CASE HISTORIES

Some of the case stories of the girls and women who make up these statistics give evidence of the fact that they come for reasons definitely connected with the defense situation.

June came to be married, but her fiance has shipped to Honolulu with the Navy. She is living with a sister and three young children, in a small house with no adequate space for privacy.

Nancy and her family picked up bag and baggage to move to San Diego hoping "Daddy" or "Jim" can find work. She must find employment to help out until the job is found. They are sleeping in a trailer.

Mrs. Hastings, who, upon her doctor's advice, brought her invalid husband and two children here, giving up an office position of responsibility in the Middle West, cannot find employment. Here she is competing with young, locally trained girls for every position which she is qualified to hold. Hers is a desperate problem, for she must supplement their small income. A brother working here in a defense industry thought if Mr. Hastings' health improved he might get part-time work.

Mrs. Smith, a mother 19 years old, with two babies had slept in the park three nights when the police matron brought them to the Young Women's Christian Association. They stayed overnight, but got up and away before they were interviewed in the morning.

Jennie, just another hitchhiker, who came in, stayed over the week end, leaving early Monday morning stating that she found a job through the newspaper.

Mrs. Arken, an older woman, and her husband slept in an open garage several nights. Mrs. Arken spent her days at the Young Women's Christian Association in the rest room, and was given her meals until her husband received his first pay check on a new job.

Mrs. Anderson, expectant mother, wife of a "selectee" at a local camp, stayed here several weeks because of their inability to find desirable living quarters at what he could afford to pay from his limited income.

Mrs. Clay from Colorado was given a Mother's Day gift of a round trip ticket to San Diego to visit a sister whom she had not seen for many years. When she arrived, to her dismay, her sister was out of town, and was reported to have gone to Colorado. She spent several nights with a distant cousin—lost her purse containing all her money and her return ticket. She came, with her little 4-year-old daughter, to the Young Women's Christian Association—stayed over 1 night, had dinner and breakfast, and then was referred to the proper agency for additional relief and plans to return home.

Mr. ABBOTT. As exhibit 20, I wish to offer material submitted for the committee's record by Mr. Glen B. Eastburn, manager of the aviation department of the Los Angeles Chamber of Commerce, including certain form statements used in answering inquiries concerning employment in aircraft factories. (For testimony concerning aircraft training schools taken in other hearings of the committee, see pp. 3666, 3670, 2811, 2825, and 1523, in the published volumes of this series of hearings.)

Exhibit 20.—Training and Employment in the Aviation Industry

By Glen B. Eastburn, manager, Aviation Department, Los Angeles Chamber of Commerce

For the information of your committee, during 1940, due to the great amount of publicity that the aircraft factories had received, there was the migration to the Los Angeles area of great numbers of men. This was stimulated by the glowing advertisements of certain of our job-training schools who were promising most anything to get students. Some of these schools were equipped, while others were hastily thrown together and lacked both material and personnel for proper instruction. There was little effort made to screen out the misfits and, consequently, there was some distress created during the year the plants were expanding and building up their plant capacity.

Since January 1 the situation has changed to quite an extent. Some of the less qualified schools have been eliminated; the better schools are more carefully screening their students and the employment practices of the factories have become more standardized. Furthermore, there is a need for all available trained men, as well as those that are capable of receiving training. At the present there does not seem to be any great problem as all of the qualified men are employed. Our particular problem is to get enough men to fill the demands of the aircraft factories.

I am attaching certain form statements we are using in answering inquiries concerning employment in aircraft factories:

1. Opportunity for employment in aircraft factories in Los Angeles County.
2. Job-training schools for defense industries—Pointers for prospective students.
3. Defense-training schools in Los Angeles County.
4. Job-training schools for defense industries—Sources of information.

Form statement 1:

This general statement is prepared to answer inquiries on:

Opportunity for employment in aircraft factories in Los Angeles County

There is need for skilled and semiskilled labor in the aircraft industry.

Requirements are, either previous experience, or basic training in some of the occupations employed by aircraft factories.

Skilled men should write or apply directly to the factories, outlining their experience and ability.

Men entirely unskilled, or lacking means to procure at least short training, should not expect to secure employment in the aircraft factories.

Specific trade knowledge or competent job training is a major factor in obtaining employment. Exception is made in cases where educational attainment or evident aptitude is a striking characteristic of the applicant.

Only the efficient training schools prepare the type man who is eventually hired. Graduation does not guarantee a job.

In addition to possessing at least rudimentary mechanical knowledge, job seekers should be prepared to establish United States citizenship by birth certificate or other evidence. Physical fitness is required.

A permanent staff of employees is being built up, consequently factories require skill, stability of character, and a desire to succeed.

Defense industries need the trained citizen.

Form statement 2:

Job-training schools for defense industries sources of information

Aircraft Schools Association, room 281, Chamber of Commerce Building, Los Angeles.—This organization limits its membership to schools which have adopted a standard code of operation. The association office at the above address furnishes information on courses, prices, personnel, equipment, placement, makes no charge for this service.

Public schools, national defense training preparatory classes.—Alhambra, Alhambra High School; Bonita, Bonita High School; Burbank, John Burroughs High School; El Monte, El Monte High School; Excelsior, Excelsior High School;

Glendale, Glendale Evening High School; Inglewood, Inglewood High School; Long Beach, Trade Extension School; Los Angeles, Frank Wiggins Trade School, Fremont High School, Manual Arts High School; Venice, Venice High School; Montebello, Montebello High School; Pasadena, Garfield Annex, Pasadena Junior College; Pomona, Pomona High School, Redondo, Redondo High School; Santa Monica, Santa Monica Technical School.

The Better Business Bureau, 742 South Hill Street, Los Angeles.—Better business bureau does not endorse or recommend any organization; it is strictly a fact finding body. Its files contain certain factual information which may be of assistance to the inquirer. These facts include the corporate set-up, length of time the school has been in existence and antecedent record of the principals, whether or not public complaints have been filed at this bureau, against the school.

Los Angeles Chamber of Commerce, aviation department, 1151 South Broadway, Los Angeles.—For general information on aircraft manufacturers, aircraft parts manufacturers, aircraft schools, and airports.

Form Statement 3:

DEFENSE TRAINING SCHOOLS IN LOS ANGELES COUNTY

The 14 schools listed herein have submitted information regarding courses offered.

The United States Civil Aeronautics Authority prescribes curriculum, facilities, equipment, and material which shall be provided by a civilian aviation school in order to be eligible for certification as a mechanic school, or for flying instruction.

Aero Industries Technical Institute, 5245 West San Fernando Road, Los Angeles: United States Civil Aeronautics Authority approved master mechanics; aeronautical engineering; drafting; designing.

California Flyers School of Aeronautics, Los Angeles Municipal Airport, Inglewood: United States Civil Aeronautics Authority approved master mechanics; aeronautical engineering, designing; drafting; flying.

Curtiss-Wright Technical Institute, Grand Central Air Terminal, Glendale: United States Civil Aeronautics Authority approved master mechanics; aeronautical engineering, designing; drafting.

Western Air College, Alhambra Airport, Alhambra: Civil Aeronautics Authority flying.

Special Schools

American School of Aircraft Instruments, 3903 West San Fernando Road, Glendale: Instrument mechanics; instrument technicians.

In addition, there are the 4- to 12-week courses in job-training for aircraft riveting, welding, blueprint reading, and sheet metal, in which the following schools give courses:

Aero Industries Technical Institute, 5245 West San Fernando Road, Los Angeles.

Aeronautical Institute of Technology, 3840 South Broadway Place, Los Angeles.

Anderson Airplane School, 1100 South Flower Street, Los Angeles.

Aviation Training, Inc., 2845 West Seventh Street, Los Angeles.

Aviation Training Service, 1823 South Hope Street, Los Angeles.

California Aircraft Institute, 514 West Twelfth Street, Los Angeles.

California Flyers School of Aeronautics, Los Angeles Municipal Airport, Inglewood.

Curtiss-Wright Technical Institute, Grand Central Air Terminal, Glendale.

Fletcher Aircraft Schools, 625 West San Fernando Road, Burbank.

National Schools, 4000 South Figueroa Street, Los Angeles.

United Aircraft School, 10820 Hawthorne Boulevard, Inglewood.

Western Air College, Alhambra Airport, Alhambra.

Western Aircraft Engineers, 807 South Flower Street, Los Angeles.

Form Statement 4:

JOB TRAINING SCHOOLS FOR DEFENSE INDUSTRIES—POINTERS FOR PROSPECTIVE STUDENTS

1. No matter what may be told you, only the words in your contract mean anything. Study the contract carefully, get advice on it if you are not sure.

2. Execute your contract in duplicate, have same signed before witnesses, keep your copy.

Contracts usually have a clause denying the admissibility of oral statements, also one prohibiting any change in wording by salesmen.

In taking receipts, see that they state clearly what the payment is for.

3. Know whether you are dealing direct with an accredited representative of a school. If the John Doe Sales Agency is selling courses for the John Doe Aircraft School your contract relation may be questionable.

4. Don't be excited by the remote probability of high wages.

5. Many good schools have a high placement record; that fact does not prove that you will get a job.

Can you make the grade? Don't be oversold on the idea that everyone can learn aircraft mechanics. Factories require proficiency.

6. Don't buy a "Short course" that is too short; nor a long one that is beyond your financial capacity.

7. A salesman may have exclusive representation for his school, in a specified territory. There is nothing in that to prevent your writing the school direct if you want any of his statements verified.

8. Require any school claiming 100 percent placement to prove the statement.

9. Provide yourself with sufficient expense money for a waiting period between graduation and employment. Factories cannot always pass on your qualifications immediately, in some cases a month has intervened.

10. Consider very cautiously any promise of an immediate job; if part-time work while you are in school is promised, have that written into your contract.

11. Don't ask if a school has merit or if it is worthy. Get in writing (or print), a statement concerning its owner or management, a like statement of its equipment, a list of graduate students now employed in aircraft.

12. Don't buy a course in mechanics. Reputable schools state in their contracts, that the course is riveting, sheet-metal assembly, etc.

13. Look twice at the course offered for a comparatively small payment and nothing more to pay if you don't get a job.

14. Inquire particularly about extras, such as cost of tools, physical examination, tests.

15. Be sure that your physical condition is good. Trained men have been forced to wait employment until they could correct defective teeth, vision, blood pressure.

16. If in doubt on any point presented by a school representative, write the school and ask them to mail you their literature. The better schools will furnish you information on instructors, placement, other important details.

17. Go slow on any contract which denies you all right of refund. For good reasons you may be entitled to a refund in part, but some contracts read in such a manner that your entire tuition legally belongs to the school, even though you may be prevented from finishing the course. While you might not be entitled to a refund in full, the contract should permit reasonable adjustment, in a proven emergency.

18. Why hurry? It's your money, your career. Don't let high-pressure sales talk rush you into an immediate decision.

FACTORY REQUIREMENTS FOR EMPLOYMENT

You should have—

1. Your birth certificate;

2. Your social-security card; draft registration;

3. History of former employment and your grade, high school, or other education;

4. Positive information concerning relatives, if any, residing in foregin countries;

5. Exact information on the citizenship status of your parents, if they are foreign born;

6. A clean slate as to any felony or misdemeanor;

7. No deformity, crippled limbs or hands, rupture, hernia, injuries unhealed, chronic disease, defective teeth or eyes;

8. The ability to get along with fellow employees;

9. An inclination toward mechanical work, a desire to learn;

10. Sufficient intelligence to absorb and retain ordinary instruction, such as, for example, second year high school mathematics.

Mr. ABBOTT. I wish to introduce certain material from the Navy Department, consisting of the following:

As exhibit 21–A: A report of Lt. Comdr. C. G. Hjelte, to the Chief of the Bureau of Navigation, concerning recreational facilities at certain naval stations, including San Diego.

As exhibit 21–B: Memorandum from the Commander in Chief, United States Pacific Fleet, to the Pacific Fleet, dealing with the subject of dependents of fleet personnel arriving in San Diego.

As exhibit 21–C: Memorandum from the Commandant's Office, Eleventh Naval District, concerning housing for married enlisted and civilian personnel, San Diego and Long Beach, Calif.

EXHIBIT 21–A

APRIL 13, 1941.

From: Lt. Comdr. C. G. Hjelte, U. S. N. R.
To: The Chief of the Bureau of Navigation.
Subject: Recreational facilities at certain naval stations and in certain cities.
Reference: (*a*) BuNav Orders 87140 of March 7, 1941.

1. In accordance with reference (*a*) I have visited the cities of San Diego and San Francisco, Calif.; Seattle, Wash.; Great Lakes, Ill.; and the naval stations in the vicinities of those cities.

2. At San Diego I made the following observations:

(*a*) The city of San Diego, under normal conditions, would be considered well organized and equipped to provide conveniences and recreational opportunities for men in the armed services; however, it has experienced a tremendous growth during the past year by reason of the expansion of the airplane industry and the increase in military forces. Its population has increased from approximately 150,000 to over 250,000 and it has been rather suddenly transformed from a quiet city of retirement to a teeming industrial center.

Its public recreational facilities are more numerous and better appointed than most cities of its size, and for over 10 years it has had a competent public recreation commission. This commission is in constant contact with the proper officers of the several naval units in the vicinity, and the latter arrange for the use of the public facilities whenever the occasion requires. This commission, however, cannot procure the funds for reasonable additions to public facilities required by the population brought in by defense industries and by Naval and Army expansion. The city has a relatively low tax revenue due to the fact that it has practically no industries other than governmental, which are tax exempt. This city seems in great need of assistance from the Federal Government, for various functions ordinarily considered local, but which, due to defense plans, may now be properly considered partially Federal in character.

The city of San Diego has a very large, well-equipped Army and Navy Y. M. C. A. Facilities of the Y. M. C. A. are taxed beyond capacity and even if doubled would not be sufficient.

Specifically there is required in San Diego the following facilities which there appears to be no opportunity of procuring except through Federal aid:

(1) A central convenience and recreation center located near the water front providing headquarters for the several private agencies incorporated in the United Service Organization; reading room, game room, check rooms, small canteen and large hall, gymnasium as a center for large events. This center is required as much for the use of men of the army units as of the naval and marine forces of the same locality.

(2) Building providing inexpensive dormitory accommodations for 1,000 or more men, together with locker space which may be rented at nominal cost to men for storage of articles which may not be stored in their stations.

(3) Funds for the enhancement of facilities and services of public recreation at various centers indicated mainly by the needs of industrial personnel in the aircraft industry and in naval units, and, in part, by the needs of enlisted men.

All of the above needs have been presented to the coordinator of health, welfare, and other matters related to national defense and requests have been transmitted by the municipal authorities.

(*b*) The naval training station, upon completion of construction now in progress, including a spacious auditorium and related facilities, will be fairly equipped for

recreation purposes; however, adequate additional equipment for this station should include the following items:

(1) Gymnasium.
(2) Athletic field.
(3) Swimming pool.
(4) Bowling alleys.
(5) Night illumination for the courts and soft ball.
Approximate cost of the above, $350,000.

It is believed that the recreation facilities in training stations are more important than in other types of stations because of the immature age of the enlisted personnel. The few weeks which these men spend in the stations present an opportunity to develop recreational skills and attitudes which will go far in determining their choices of recreational pursuits throughout their entire enlistment. It cannot be urged too strongly that facilities at such stations be adequate for a program that will reach all of the enlisted men and for leadership of a superior type in recreational activities.

(*c*) The naval air station, being a permanent base, is not as greatly in need as other stations. Its personnel is comparatively small and much of it is assimilated in community life. Complete equipment of this station, however, for an adequate recreational program would include the following:

(1) Gymnasium.
(2) Swimming pool.
(3) Bowling alleys.
Approximate cost of the above, $300,000.

(*d*) The needs of the destroyer base may be cared for by enhancement of the recreation facilities and services of both the municipal and the several private agencies in the community. Men from the destroyers which put in at this base will likewise seek their recreation in the adjacent communities.

(*e*) The Navy athletic field, located on tide lands leased from the city of San Diego, is a highly valuable facility for the recreation of forces afloat. It has a gymnasium, social hall, athletic field, and four tennis courts built largely by contributed funds and with W. P. A. assistance. There is ample space for enlargement and the development here of an additional gymnasium, picnic grounds, tennis and handball courts should be encouraged. This facility would be of inestimable value if so improved, not only for the recreation of forces afloat but for personnel from the several naval stations in the vicinity. The following improvements are recommended:

(1) Gymnasium.
(2) Recreation center.
(3) Tennis courts.
(4) Handball courts.
(5) Picnic area.
Approximate cost of the above, $150,000.

(*f*) The Navy housing project, 600 units at the destroyer base and two groups of 600 units each, near the marine base, are wholly lacking in any facilities for community life and recreation. There will be immediate pressing need for a community center and playground at each of the three projects. Provisions should also be made of personnel consisting of one or two recreation leaders for each of these projects.

Approximate cost of the above, $150,000.

3. At San Francisco and vicinity I made the following observations:

(*a*) The city of San Francisco will offer hospitality to men from many Naval and Army stations and cantonments, but these personnel in relation to the population and resources of the city are comparatively small. There has been appointed by the mayor a citizens committee on hospitality to service men which is planning construction of a hospitality center on the property of the civic center. Appropriation of $15,000 has already been procured from city funds and union labor has tentatively offered to donate necessary labor. The building planned represents a $60,000 project. Through various subcommittees arrangements have been made for entertainment, transportation, price control of commodities sold to service men, and related matters.

The public recreation commission of this city is superior and its facilities are extensive. No aid from the Federal Government of any character is required by this city to render the desired service to men in the armed forces and in defense industries.

(*b*) Mare Island Navy Yard is well provided with facilities for recreation of officers and enlisted personnel. Industrial personnel, which have increased from 5 to 16 thousand, crowding the adjacent city of Vallejo beyond any reasonable capacity, present an emergent problem. Many of these people travel 30 or 40 miles to work. Construction of private dwellings in Vallejo is not commensurate with the growth of the city due to the opinion that the condition is temporary. Quarters are improvised in shacks and trailers clustered in many camps in and out of the city. Rooms formerly available to members of crews of vessels docked at the yard are now largely occupied by industrial personnel. This condition indicates a pressing need for dormitory accommodations in Vallejo and for community recreation facilities and program. This city and Bremerton, reported upon below, merit more consideration for local aid than any other cities so far visited. Army and Navy Y. M. C. A., although small, renders services highly valued by the commandant and other officers at the yard.

(*c*) The Navy housing projects, consisting of two, adjacent to the yard, both house naval personnel and their families, and one to some extent, industrial personnel. As in San Diego, neither of these projects has facilities for recreation, schools, and other normal community services, and, being somewhat detached from the city of Vallejo, both being out of the city limits, do not merit their share of municipal services. Both present emergent needs as far as recreation is concerned for a community center and recreation ground.

Approximate cost of the above, $100,000.

(*d*) The city of Vallejo requires the following facilities which it cannot procure except through Federal aid:

(1) A central convenience and recreation center providing headquarters for the agencies of the United Service Organizations.
(2) Inexpensive dormitory accommodations which may be rented at nominal prices to naval personnel.

(*e*) *Yerba Buena receiving ship.*—Personnel at this station are few and, although facilities are old, those intended for recreation are adequate.

(*f*) *Naval air station (Alameda).*—This station is now in process of construction and is occupied by limited personnel. Barracks, headquarters, hangars, etc., are completed or building, but no provision has been made for recreation facilities, other than recreation rooms within the barracks. Additional facilities are required as follows:

(1) Gymnasium.
(2) Swimming pool.
(3) Tennis court.
(4) Handball courts.
(5) Softball fields.
(6) Badminton courts.
(7) Handball and squash courts.
(8) Illumination for certain of the above outdoor facilities.

Approximate cost of the above, $500,000.

EXHIBIT 21–B

Cincpac File No. A2–11/FF1–1 (2) N4/(978) L18

UNITED STATES PACIFIC FLEET
U. S. S. "PENNSYLVANIA," FLAGSHIP

PEARL HARBOR, T. H., *April 23, 1941.*

PACIFIC FLEET NOTICE 19N–41

From: Commander in Chief, United States Pacific Fleet.
To: Pacific Fleet.
Subject: Dependents of fleet personnel arriving in San Diego.

1. Due to the large numbers of service personnel and defense workers arriving in the San Diego area, it is increasingly difficult and, at the present time, almost impossible to obtain living quarters.

2. It has come to the attention of the Commander in Chief that a large number of the dependents of men serving in the fleet have recently arrived in San Diego assuming that suitable places to rent are available. Unnecessary expenses are involved in this connection and, in many cases, actual distress has resulted.

3. The personnel of the fleet are urged to inform their dependents who are now residing outside this area of the scarcity of rental property at San Diego and of the corresponding increase in rents. Definite arrangements for living quarters should be made before moving to the San Diego vicinity.

W. W. SMITH, *Chief of Staff.*

Distribution:
List III, Case 2, O, X,
EN4, ND11.
P. C. CROSLEY,
Flag Secretary.

EXHIBIT 21–C

COMMANDANT'S OFFICE,
ELEVENTH NAVAL DISTRICT,
San Diego, Calif., May 21, 1941.

ND11/L24
(Serial No. P–2840)

From: The Commandant.
To: Addressees listed.
Subject: Naval defense housing for married enlisted and civilian personnel, San Diego and Long Beach, Calif. Information concerning.
Reference: (*a*) My Serial No. P–1736, dated January 14, 1941.
(*b*) Defense Housing Bulletin No. 1.
Enclosures: (A) Defense Housing Bulletin No. 2.
(B) Modified application blank.

1. References (*a*) and (*b*) are hereby canceled.
2. Enclosure (A) is forwarded for the information and guidance of enlisted and civilian personnel concerned.
3. Application forms may be typed or mimeographed by ships and stations.

G. M. RAVENSCROFT,
Chief of Staff.

ADDRESSEES

Distribution

FORCES AFLOAT

Enclosures (A)	Enclosures (B)	
5	30	The Commander in Chief, United States Fleet.
5	30	The Commander Battle Force.
5	30	The Commander Scouting Force.
25	100	The Commander Base Force.
50	200	The Commander Submarine Force.
25	200	The Commander Battleships, Battle Force.
35	200	The Commander Aircraft, Battle Force.
20	300	The Commander Aircraft, Scouting Force.
20	300	The Commander Cruisers, Battle Force.
20	300	The Commander Cruisers, Scouting Force.
100	400	The Commander Destroyers, Battle Force.

SHORE STATIONS

10	10	The Chief of Bureau of Yards and Docks.
		(SAN DIEGO)
10	100	The Commanding General, Marine Corps Base.
20	200	The Commanding Officer, Naval Air Station.
10	100	The Commanding Officer, Naval Training Station.
10	100	The Commanding Officer, Naval Hospital.
10	100	The Commanding Officer, Destroyer Base.
10	100	The Commanding Officer, Radio Stations, Eleventh Naval District.
5	5	Each Resident Manager Naval Defense Housing Project.
		(SAN PEDRO-LONG BEACH AREA)
5	10	The Assistant Commandant, Eleventh Naval District, Long Beach.
10	100	The Commanding Officer, Naval Air Station, Terminal Island, San Pedro.
5	20	The Commanding Officer, Naval Reserve Aviation Base, Long Beach.
5	5	Each Resident Manager, Naval Defense Housing Project.

HEADQUARTERS, ELEVENTH NAVAL DISTRICT,
San Diego, Calif., May 16, 1941.

DEFENSE HOUSING BULLETIN No. 2

(NOTE.—The information contained in this bulletin is intended for dissemination to enlisted personnel of the Navy and Marine Corps and to civilians employed by the Navy and Marine Corps shore establishments. This information is NOT for general release.)

1. In accordance with instructions of the Chief of the Bureau of Yards and Docks, Navy Department, there has been established at Eleventh Naval District headquarters, San Diego, Calif., a naval defense housing management activity which will be under the cognizance of the district public works officer, who will act as the commandant's representative in all matters pertaining to the rental, operation, and maintenance of defense housing units now nearing completion and any additional units which may be acquired or constructed in this district in the future.

2. There are available at the present time in this district 1,600 Navy defense housing units, the majority of which are occupied. All future applications will receive consideration for the remaining unassigned units and future vacancies by the district rental board which maintains priority lists.

600 houses adjacent to destroyer base, San Diego, Calif.
600 houses adjacent to Marine Corps base, San Diego, Calif.
400 houses in vicinity of 2053 Santa Fe Avenue, Long Beach, Calif.

3. *Eligibility for occupancy.*—Eligibility for occupancy will be limited to the following:

Navy and Marine Corps enlisted men with grade of chief petty officer and master sergeant and under (1,000 units at San Diego and 400 units at Long Beach).

Civilian personnel whose per annum income from all sources including his legal dependants is $1,800 or under (100 units available at Marine Corps base and 100 at destroyer base only for civilian personnel).

4. *Facilities provided.*—Each housing unit will consist of living room, kitchen, bathroom, and one, two, or three bedrooms and will be furnished with gas kitchen range, gas water heater, gas space heater, electrical refrigeration, and window shades. No other furniture will be provided.

Parking space only will be provided; no garages.

To avoid overcrowding, no spare bedrooms will be provided and assignment of bedroom space will be made upon the basis of actual requirements of the immediate family. The following limits will be followed:

Type of dwelling	Minimum limits	Maximum limits
1-bedroom unit	2 persons	3 persons.
2-bedroom unit	3 persons	5 persons.
3-bedroom unit	4 persons	7 persons.

5. *Rentals—Effective July 1, 1941.*—Rentals for enlisted personnel of Navy and Marine Corps:

For pay grades not receiving rental allowance (third class petty officers and below)

Dwelling unit with 1 bedroom (per month)	$10.00
Dwelling unit with 2 bedrooms (per month)	12.50
Dwelling unit with 3 bedrooms (per month)	15.00

For pay grades receiving rental allowance (second class and above)

Dwelling unit with 1 bedroom (per month)	$17.00
Dwelling unit with 2 bedrooms (per month)	20.00
Dwelling unit with 3 bedrooms (per month)	23.00

Rentals for civilian personnel of Navy

Dwelling unit with 1 bedroom (per month)	$20.00
Dwelling unit with 2 bedrooms (per month)	25.00
Dwelling unit with 3 bedrooms (per month)	30.00

The above monthly rentals do not include the cost of electricity, gas, or water. A charge of $0.50 per month will be charged for garbage and trash collection. Tenant must furnish his own garbage can and trash receptacle. Rentals payable in advance monthly.

METHOD OF FILING FUTURE APPLICATIONS

The attached sample application forms shall be filled out and forwarded in duplicate, to the commandant, Eleventh Naval District, San Diego, Calif., with the comment and recommendation of the applicant's commanding officer, by endorsement, on reverse side of form.

Priorities will be established and houses assigned as determined by the Eleventh Naval District rental board.

Each applicant or his dependent must be personally interviewed by a member of the district rental board. Applicants and their dependents should be advised to give full and accurate information at the time of interview. Interviews in San Diego will be conducted in room 254, Broadway Pier, and in Long Beach at the Navy relief office, Federal Building.

Applicants should furnish a residence address in order to expedite contact by the district rental board.

When applicants list a dependent other than wife and children a statement as to relationship and dependency must be made on application.

NAVY DEPARTMENT,
BUREAU OF YARDS AND DOCKS,
HOUSING DIVISION.

[Sample]

APPLICATION FOR DEFENSE HOUSING

Name: John E. Doe.
Address: 419 Railroad Avenue.
Occupation: RM3c.
Employed by U. S. S. *Bulkhead.*
Present salary: $66.
What rent do you now pay: $27.50.
Number persons in family: 5.

Race: White.
City: San Diego, Calif.
Name of superior:
A. B. C.
Lieutenant, United States Navy.

Over 21 years	1	M	2	F	Dependent.
16–20 years		M		F	Mother.
11–15 years		M		F	
6–10 years	1	M		F	
5 and under		M	1	F	

Other members of family working: No.
Number bedrooms required: 2 or 3 if available.
Do you own a car? Yes.
Children attending school: Grade 1 High.

[s] JOHN E. DOE.
(Applicant's signature)

ADDITIONAL INFORMATION AND COMMANDING OFFICER'S ENDORSEMENT ON REVERSE SIDE OF THIS FORM

Applicant should not fill out rest of page.
Interviewed by Date
Approved by Date
Assigned to #
Assigned to Parking Area #

(To be filled out in duplicate)

TO BE SIGNED BY APPLICANT

My total income, including any income from my legal dependents, from all sources is $ —— per month.

Do either you or your legal dependents own, or are you purchasing property?

——

(NOTE.—If the answer to the above question is "Yes," submit full details with application.)

[s] JOHN E. DOE.

U. S. S. "BULKHEAD"

First endorsement.

MM/Doe, John E. ----------
(Place)

RM3c., United States Navy.

(Date)

From: Commanding Officer.

To: Eleventh Naval District Rental Board.

1. Forwarded recommending approval.

2. Statements made in basic application have been verified as far as applicable with the current service record of Doe.

[s] A. B. C. ----------

Mr. ABBOTT. As exhibit 22, I offer a report on housing conditions in the Los Angeles harbor area, by Mr. Eugene Weston, Jr., of Los Angeles.

EXHIBIT 22. HOUSING CONDITIONS IN THE LOS ANGELES HARBOR AREA

By Eugene Weston, Jr., architect, Los Angeles

The housing situation in the Los Angeles area in relation to the availability of sale or rental dwellings for defense workers is complex and no definite conclusion can be drawn except by referring to a sector of that area.

In my opinion, the most acute condition now exists and will become increasingly aggravated in the Los Angeles harbor area, and particularly the counties of San Pedro and Wilmington. These two towns are a legal part of the city of Los Angeles and are divided politically and geographically from the city of Long Beach and its harbor.

Basically the defense-housing problem of Long Beach is related specifically to the new Douglas Aircraft plant northeast of Long Beach and the Consolidated Steel Shipbuilding plant at Long Peach Harbor. These two basic defense activities will absorb any vacancies now existing in Long Beach and even with all the single-family private residential building that is programmed, in my opinion, low-rental housing in that city will be at a premium in a few months. The aircraft workers' demands are filling the beach vacation cottages as far south as Newport Beach and back north into Compton and east into Fullerton and Santa Ana.

NEED IN TERMINAL ISLAND

The definite housing demand in Terminal Island, San Pedro, and Wilmington that is now developing will not be helped or aided by Long Beach due to its own immediate problem.

Terminal Island lies across the inner harbor to the south of Wilmington and separates the inner and outer harbors. It is now connected by a single draw bridge to the north via Henry Ford Avenue on the east limits of Wilmington. San Pedro lies to the west of Terminal Island, and is connected by a ferry that is being rehabilitated.

Terminal Island is the site of the United States naval base now being constructed at a cost of about $15,000,000, including the dry docks; the United States Navy land and seaplane base, Reeves Field; the new California shipbuilding plant; the enlarged Bethlehem shipbuilding plant; and all the other normal harbor activities and facilities.

SAN PEDRO AND WILMINGTON

San Pedro is the site of Fort MacArthur and its accessory buildings, the site of the ———, to be built, $14,000,000. United States Army embarkation base, the Los Angeles shipbuilding yards and drydock, and the other normal harbor activities and facilities.

Wilmington is the site of the new Los Angeles Bureau of Power & Light steam stand-by plant soon to be built, the site of the Wilmington branch of the Consolidated Steel shipbuilding plant, and the other normal harbor activities and facilities.

San Pedro's principal access is through a bottleneck to the north via Gaffey and the Wilmington and San Pedro road. All ferry traffic from Terminal Island to San Pedro must clear that bottleneck.

Wilmington physically is blighted as far as the development of private housing by the tremendous spread of the oil fields through a substantial portion of the community. Building permits in the San Pedro and Wilmington area do not follow the pattern increase of other Los Angeles communities. During the first 5 months of 1940 a total of 669 permits representing about 267 dwelling facilities and during the first 5 months of 1941, a total of 655 permits representing about 262 dwelling facilities were built. This indicates no increase over normal demand in private building.

Wilmington has certain back-country towns which usually could handle excess population demands but due to the tremendous increase to the northwest at the Los Angeles Airport, of the El Segundo branch of the Douglas Aircraft, and the North American Aircraft, and the nearby plant of the Northrup Co., we find every available facility of these towns entirely occupied by the airplane workers' demands.

TORRANCE

Torrance, about halfway between this group of the aircraft factories and Wilmington, is the site of the Columbia Steel Co.'s plant and there are no vacancies in this city and 1,500 additional workers will soon be hired. The towns of Gardens, Redondo, and Compton have practically no vacancies in the $35-per-month brackets. A substantial amount of Federal savings and loan associations financing and title VI Federal Housing Administration insurance will provide a certain amount of sale and a few rental units. In my opinion, 2,000 privately financed homes would be a very generous figure from the information at my disposal.

Coming back to Wilmington, we therefore find virtually all of the Terminal Island, San Pedro, traffic clearing through Wilmington for points east, north, and west. There are no vacancies in Wilmington and practically none in the back country. It is generally agreed that outside of building-construction workers, secondary population increment, minor and subcontract defense workers, civilian employees, at Reeves Field, United States Navy base, United States Army base, and Fort MacArthur, that, the shipbuilding industry will employ in the next 12 or 15 months 25,000 additional shipbuilding workers and, in my opinion, considering the factors stated in this testimony indicates conclusively a most tragic housing shortage will rapidly develop.

TRAFFIC TIE-UP

As I understand from the California Department of Employment that of all new employees in Los Angeles County hired in the month of May 50 percent were out of county migrants. However, due to the difficult transportation bottlenecks and the fact that automobiles are so extensively used, traffic will be at a virtual standstill with this increase of employment. I am convinced that the majority of these shipworkers should be housed as close to Wilmington and San Pedro as possible and in that case 75 percent could easily be called workers forced to migrate to that area for national-defense work and will require some form of housing facilities.

I feel some of the conditions in the Los Angeles Harbor area are even more aggravated than San Diego due to the isolation of Terminal Island and the large number of workers that must be housed and transported to that island. Considering back country facilities, new building, and the competition of other workers, a minimum of 4,000 units of governmental rental housing will prove to be an underestimate of ultimate need in that harbor area.

The area adjacent to the Lockheed and Lockheed-Vega plant in San Fernando Valley near Los Angeles is, in my judgment, the second point that needs attention but I will not go further than to call attention to that fact.

Mr. ABBOTT. As exhibit 23, I offer copy of Public Law 137, Seventy-seventh Congress, "An act to provide for the acquisition and equipment of public works made necessary by the defense program," sometimes referred to as the Lanham Act.

EXHIBIT 23

[PUBLIC LAW 137—77TH CONGRESS]

[CHAPTER 260—1ST SESSION]

[H. R. 4545]

AN ACT To provide for the acquisition and equipment of public works made necessary by the defense program

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled "An Act to expedite the provision of housing in connection with national defense, and for other purposes," approved October 14, 1940, as amended, is amended by inserting before section 1 the following title heading:

"TITLE I

"DEFENSE HOUSING"

SEC. 2. Section 1 (b) and section 3 of such Act are amended by striking out "this Act" wherever occurring therein and inserting in lieu thereof "this title".

SEC. 3. Such Act is amended by inserting after section 3 the following:

"TITLE II

"DEFENSE PUBLIC WORKS

"SEC. 201. It is hereby declared to be the policy of this title to provide means by which public works may be acquired, maintained, and operated in the areas described in section 202. As used in this title, the term 'public work' means any facility necessary for carrying on community life substantially expanded by the national-defense program, but the activities authorized under this title shall be devoted primarily to schools, waterworks, sewers, sewage, garbage and refuse disposal facilities, public sanitary facilities, works for the treatment and purification of water, hospitals and other places for the care of the sick, recreational facilities, and streets and access roads.

"SEC. 202. Whenever the President finds that in any area or locality an acute shortage of public works or equipment for public works necessary to the health, safety, or welfare of persons engaged in national-defense activities exists or impends which would impede national-defense activities, and that such public works or equipment cannot otherwise be provided when needed, or could not be provided without the imposition of an increased excessive tax burden or an unusual or excessive increase in the debt limit of the taxing or borrowing authority in which such shortage exists, the Federal Works Administrator is authorized, with the approval of the President, in order to relieve such shortage—

"(a) To acquire, prior to the approval of title by the Attorney General if necessary (without regard to sections 1136, as amended, and 3709 of the Revised Statutes), improved or unimproved lands or interests in lands by purchase, donation, exchange, lease (without regard to section 322 of the Act of June 30, 1932 (47 Stat. 412), as amended, the Act of March 3, 1877 (19 Stat. 370), or any time limit on the availability of funds for the payment of rent), or condemnation (including proceedings under the Acts of August 1, 1888 (25 Stat. 357), March 1, 1929 (45 Stat. 1415), and February 26, 1931 (46 Stat. 1421)), for such public works.

"(b) By contract or otherwise (without regard to sections 1136, as amended, and 3709 of the Revised Statutes, section 322 of the Act of June 30, 1932 (47 Stat. 412), or any Federal, State, or municipal laws, ordinances, rules, or regulations relating to plans and specifications or forms of contract, the approval thereof or the submission of estimates therefor), prior to the approval of title by the Attorney General if necessary, to plan, design, construct, remodel, extend, repair, or lease public works, and to demolish structures, buildings, and improvements, on lands or interests in lands acquired under the provisions of subsection

(a) hereof or on other lands of the United States which may be available (transfers of which for this purpose by the Federal agency having jurisdiction thereof are hereby authorized notwithstanding any other provisions of law), provide proper approaches thereto, utilities, and transportation facilities, and procure necessary materials, supplies, articles, equipment, and machinery, and do all things in connection therewith to carry out the purposes of this title.

"(c) To make loans or grants, or both, to public and private agencies for public works and equipment therefor, and to make contributions to public or private agencies for the maintenance and operation of public works, upon such terms and in such amounts as the Administrator may consider to be in the public interest. As used in this paragraph, the term 'private agency' means any private agency no part of the net earnings of which inures to the benefit of any private shareholder or individual.

"SEC. 203. (a) In carrying out this title—

"(1) no contract on a cost plus a percentage of cost basis shall be made, but contracts may be made on a cost plus a fixed fee basis: *Provided*, That the fixed fee does not exceed 6 per centum of the estimated cost;

"(2) wherever practicable, utilization shall be made of existing private and public facilities or such facilities shall be extended, enlarged, or equipped in lieu of constructing new facilities;

"(3) public works shall be maintained and operated by officers and employees of the United States only if and to the extent that local public and private agencies are, in the opinion of the Administrator, unable or unwilling to maintain or operate such public works adequately with their own personnel and under loans or grants authorized by this title;

"(4) public works shall be provided on the basis of need and in determining need no discrimination shall be made on account of race, creed, or color.

"(b) No department or agency of the United States shall exercise any supervision or control over any school with respect to which any funds have been or may be expended pursuant to this title, nor shall any term or condition of any agreement under this title relating to, or any lease, grant, loan, or contribution made under this title to or on behalf of, any such school, prescribe or affect its administration, personnel, curriculum, instruction, methods of instruction, or materials for instruction.

"(c) No department or agency of the United States shall exercise any supervision or control over any hospital or other place for the care of the sick (which is not owned and operated by the United States) with respect to which any funds have been or may be expended under this title, nor shall any term or condition of any agreement under this title relating to, or any lease, grant, loan, or contribution made under this title to, or on behalf of, any such hospital or place, prescribe or affect its administration, personnel, or operation.

"SEC. 204. The sum of $150,000,000, to remain available until expended, is hereby authorized to be appropriated to carry out the purposes of this title and for administrative expenses in connection therewith, including personal services and rent in the District of Columbia and elsewhere, printing and binding, and purchase, repair, operation, and maintenance of motor-propelled passenger-carrying vehicles.

"TITLE III

"GENERAL PROVISIONS"

SEC. 4. (a) Section 4 of such Act is amended to read as follows:

"SEC. 301. When the President shall have declared that the emergency declared by him on September 8, 1939, has ceased to exist (a) the authority contained in sections 1 and 202 hereof shall terminate except with respect to contracts on projects previously entered into or undertaken and court proceedings then pending, and (b) property acquired or constructed under this Act (including schools and hospitals) shall be disposed of as promptly as may be advantageous under the circumstances and in the public interest."

(b) Sections 5, 6, 7, 8, 9, 10, 11, 12, 13, and 14 of such Act are renumbered, respectively, as follows: "302," "303," "304," "305," "306," "307," "308," "309," "310," and "311," and as used in such sections the term "State" includes any Territory or possession of the United States.

SEC. 5. The departments, agencies, or instrumentalities administering property acquired or constructed under section 201 of the Second Supplemental National Defense Appropriation Act, 1941, shall have the same powers and duties with

respect to such property and with respect to the management, maintenance, operation, and administration thereof as are granted to the Federal Works Administrator with respect to property acquired or constructed under title I of such Act of October 14, 1940, and with respect to the management, maintenance, operation, and administration of such property so acquired or constructed under such title.

Approved, June 28, 1941.

Mr. ABBOTT. As exhibit 24, I offer a statement furnished for the record by Anita E. Jones, chairman of the San Diego Chapter of the American Association of Social Workers.

EXHIBIT 24.—NECESSITY FOR LOW-COST HOUSING IN SAN DIEGO

(By Anita E. Jones, Chairman, San Diego Chapter of the American Association of Social Workers)

JUNE 25, 1941.

The San Diego Chapter, American Association of Social Workers, respectfully desires to call the attention of the House of Representatives' special committee on relation of migrants and the defense industries to the following pertinent facts:

1. It is important to realize that the coming of defense industries to San Diego did not, of itself, create that housing problem. There was a great deal of substandard housing in the city prior to the recent industrial expansion. This was clearly brought by the real property inventory made in 1934. This also became apparent at the time the Federal Government operated a local program of relief for transients in 1934 and 1935. One of the major problems faced by its case workers was the securing of decent housing for transients at low rentals. It should, of course, be understood that the previous housing problem was greatly accentuated by the rather sudden influx of a large number of industrial workers and their families.

2. We approve of the type of low-cost housing which the Government has provided in San Diego, solid construction which will wear, with adequate heating, cooking, refrigeration, and plumbing provided, so that the houses will not deteriorate into shanties within a few years. We sincerely hope that the standard set be maintained in possible future projects.

While additional houses are being planned, they should be located where they could later be available for workers in nondefense industries. For example, many of the families employed in the fish canneries and allied interests are forced to live in the substandard houses because of yearly incomes between $600 and $900 per year. These families also have a large number of children. The present city zoning provides for moving of all fish canneries to one zone. Some of the new housing should be located within walking distance of this zone. These houses could be used now for defense workers and could later be used for cannery workers and the substandard houses in which they now live would be razed because they would no longer bring an economic return to their owners. This would eliminate disease breeding centers, foci of juvenile delinquency and fire hazards.

4. Our organization considers it advisable to plan housing for the group where the number in the family is more than seven. With the present housing problem we recognize that it is very difficult for the families in this group to secure houses of adequate size for the amount they can afford to pay. The present tendency is to rent smaller quarters and overcrowding brings with it disease, family breakdown, and attendant ills.

5. It has been found that there is a definite need for houses where children are acceptable. Families with children have been forced to take very substandard houses or pay exorbitant rent. In searching for houses for families with children the immediate response from the landlords is "No" to the children. In some instances they will accept the family if there is only one small child. but if more, flatly refuse to accept the family.

It's getting to be more and more of a problem of where to house these families, particularly at a rental they can afford to pay. This applies in particular to families of soldiers and civilians, who are not eligible to the defense houses.

6. We wish to emphasize the great need for better coordination of the various State employment agencies by the United States Employment Service so that persons seeking employment will not be sent to another State for work unless it has been ascertained that there are jobs open for which he is qualified and he is given instructions as to the requirements of the job especially in regard to citizenship, birth certificates and other necessary documents, and a physical examination is given to be sure he is physically able to do the work required.

7. We heartily endorse the present move to make uniform residence laws of all the 48 States. While this uniformity is being brought about we feel that the Federal Government should work out a plan to finance those families whose social needs cannot be met now because of conflicting State residence requirements or relief laws.

(The following exchange of correspondence, part of which took place subsequent to the hearing, has been entered as a part of the record, under the heading of exhibit 25:)

EXHIBIT 25

NATIONAL CONGRESS OF THE SPANISH SPEAKING PEOPLE OF THE U. S. A.,
San Diego, Calif., June 11, 1941.

Hon. JOHN H. TOLAN,
Chairman, Select Committee Investigating National Defense Migration,
U. S. Customs Building, San Diego, Calif.

DEAR SIR: We understand that your committee is investigating problems growing out from the defense program in defense centers.

We have been confronted with one here in San Diego in the employment of trained boys from vocational school at the Consolidated Aircraft plant. These boys are of Mexican parentage and have been turned down because they are too dark.

The cases are all similar, they went to the State employment office, were interviewed and then they enrolled at vocation school for a 6 weeks' course in different types of aircraft work. After completing this course the boys graduated and went to the employment office of Consolidated. There they were told that they did not have enough experience; in spite of the fact that boys have been employed with less training, they were sent back to the State employment office, where they were told by different men that, in one case, the Consolidated plant was just sending them back and forth to stall. In another case, the boy was told that it was up to the State employment office to tell the boys that Consolidated was not hiring Mexican boys.

Along with this letter we are enclosing an account of each of the boy's experience with Consolidated and the State employment office:

If you can use this material, the boys are available for confirmation of the accounts.

We have data on many other boys but we are not at this time authorized to represent them; therefore, I will leave their cases until such a time as we see them again. It is quite evident that many boys go to work before their courses are finished while the Mexican boys, if a shade darker, are not taken, regardless of whether they have finished their course.

We hope that this information will be vital enough to enter the hearings your committee is planning, and if you require any additional information we will be glad to cooperate with you.

Sincerely,

CONGRESS OF SPANISH SPEAKING PEOPLE,
PHIL USQUIANO,
FRANCES FLORES,
Members Comite de Justicia.

[The case histories referred to above are as follows:]

1. Mr. Alfonzo Louis Arriola, 2028 Logan Avenue, San Diego, Calif., was sent from the vocational school to the State employment office, where he was given an interview form to fill out. This was done at this time (February 3, 1941). On February 5 Mr. Arriola called at the interview office, where he was told that the Consolidated Co. could not take him because they have a rule that no dark-colored Mexican be employed.

* * * * * * *

Richard Arellano, 3843 Boston, San Diego, Calif., graduated from vocational school December 13, 1940. He went to the Consolidated employment office where he was told that he did not have enough experience and was sent back to the State employment office. He was told here that Consolidated was not hiring any Mexicans. Before this boy enrolled at vocational school he was interviewed by a man upstairs at the State employment office who passes on the boys before enrollment at vocational school.

* * * * * * *

Robert Macias, 2530 Commercial, San Diego, Calif., graduated on December 13, 1940, and was given a recommendation to Consolidated Aircraft. After he had filled out the application form he was told that he did not have enough experience and was told to report back to the State employment office. He was told here that he would be sent back and forth and that it was up to the State employment to tell the boys that Consolidated was no longer employing Mexicans. The boy was told to go back to school but since other boys have been employed with less hours completed than this boy.

* * * * * * *

David Ibarra, 415 Langley, San Diego, Calif., was told by the State employment that there wasn't any use to try to go to vocational school. Mrs. Ibarra then went to the State employment office and was told by Mr. Hill, "They don't want Mexicans, we could send them [boys] to vocational school but they had orders that they didn't want dark people, and the State employment didn't want to waste money and discourage the boys."

CONSOLIDATED AIRCRAFT CORPORATION,
San Diego, Calif., July 18, 1941.

Mr. JOSEF BERGER,
Care of House Committee Investigating
National Defense Migration,
House of Representatives, Washington, D. C.

DEAR MR. BERGER: Your communication of July 11 has been received and noted. For your information I am enclosing copy of letter received from the same organization to which you refer—National Congress of the Spanish Speaking People of the U. S. A., Local No. 2—sent by Mr. Usquiano under date of June 18; and our reply dated June 28. You will note that Usquiano's letter to us and our reply thereto were subsequent to his letter of June 11 to you. Our letter of June 28, I believe, covers the situation thoroughly. It is my opinion that had Mr. Usquiano received it prior to the date he wrote you it would not have been necessary for him to write you as he did.

Trusting the foregoing, together with attachments, conveys the desired information.

Yours very truly,

EDGAR N. GOTT, *Vice President.*

[The enclosures referred to above are as follows:]

[Copy]

NATIONAL CONGRESS OF THE SPANISH
SPEAKING PEOPLE OF THE U. S. A.,
June 18, 1941.

Major FLEET,
Consolidated Aircraft Co., San Diego, Calif.

DEAR SIR: It has recently been brought to our attention that a number of boys, after having received training in the different aircraft training schools, have been turned down by the Consolidated employment office.

These boys are all of Mexican origin but have finished their respective training courses and are ready for employment. They have been turned down and told they do not have enough experience only to go back to the State employment office to be told that Consolidated is not employing Mexicans at this time or told that they are too dark and therefore, refused employment.

In view of the Government's program of national defense and Government contracts for aircraft, the need of trained personnel is very necessary and since these boys have the necessary training their services should be utilized and not discriminated against because of their color or origin.

As loyal citizens and supporters of this country's financial burdens, we feel justified in asking for equal opportunities in employment in the construction of materials to be used in our country's program of defense.

We ask your sincerest cooperation in overcoming this discrimination on the part of the Consolidated Aircraft Company.

Sincerely,

PHIL USQUIANO, *Secretary.*

CONSOLIDATED AIRCRAFT CORPORATION,
San Diego, Calif., June 28, 1941.

Mr. PHIL USQUIANO,
Secretary, National Congress of the Spanish
Speaking People of the U. S. A., P. O. Box 693, San Diego, Calif.

DEAR MR. USQUIANO: In reply to your letter of June 18, 1941, concerning the possibility of employment for members of the Spanish-speaking people, we wish to state at the present time we have a considerable number of persons of Spanish, Mexican, and Indian extraction working in this plant. We are unable to give you the exact number, due to the fact that we make no distinction after these persons secure employment.

For the most part, these persons are doing satisfactory work, and we propose to continue hiring others whenever their abilities justify. The short term training courses offered by the San Diego Vocational School are intended primarily as refresher courses to familiarize persons having some mechanical knowledge and skill, with the manufacturing processes employed in present day aircraft work.

It is folly to presume that any inexperienced person can become a full fledged mechanic merely by attending an 8 or 10 weeks' training course, when they have had no previous mechanical ability to use as a foundation for this training. We have, therefore, found it necessary to refuse employment to certain persons completing these courses, some of whom may have been members of the group you represent.

In view of the foregoing, we feel that your use of the word "discrimination" has been misapplied, and we trust that you will have a better understanding of the problem in the future.

Yours very truly,

E. N. GOTT,
Vice President and Public Relations Director.

CALIFORNIA DEPARTMENT OF EMPLOYMENT,
San Diego, Calif., July 17, 1941.

Mr. JOSEF BERGER, *Associate Editor,*
House Committee Investigating National Defense Migration,
Washington, D. C.

DEAR MR. BERGER: I have your letter dated July 11 requesting additional information on the subject of the apparent inability of so-called dark-skinned people to obtain employment. Receipt is also acknowledged of a copy of a communication addressed to the Tolan Committee on this subject by Phil Usquiano, secretary of the National Congress of the Spanish Speaking People of the U. S. A., Local No. 2, San Diego, Calif., together with four case histories.

According to established procedure the San Diego office of the department of employment refers trainees to the San Diego Vocational School for national-defense industry classes. All graduate trainees are referred back to this office for referral on orders from employers.

This procedure has been followed with respect to the cases in question. It is true that some so-called dark-skinned people have been rejected and referred back to this office. In such cases we have advised applicants that we have done all within our power to secure employment for them, that we cannot compel the employer to accept them.

As far as this office is concerned we have done everything in our power to give all persons the same service, regardless of race, creed, or color.

Very truly yours,

R. G. WAGENET,
Director.

RAY MATHEWSON,
Manager, San Diego Office.

(The following material was submitted for the record, subsequent to the hearing, by Mayor Francis H. Gentry, of Long Beach, Calif., and appears in the record as exhibit 26.)

EXHIBIT 26

JUNE 18, 1941.

Mayor FRANCIS H. GENTRY,
Long Beach, Calif.

DEAR SIR: Complying with your request of recent date I am herewith transmitting what information I have been able to obtain as requested by Mr. John H. Tolan, chairman of the House Committee Investigating National Defense Migration.

1. There has been very little out-migration, but from December 1 to and including May 31, there were 15,873 in-migrants registered with the California State Employment Agency, 10,975 of which were from other States.

2. The majority are males, many under 21; mostly single, ranging in age from 18 to 40. Nearly all are American-born.

3. Mostly unskilled and come from schools and rural areas.

4. Response to increased employment opportunities and differentials in wages, the common laborer averaging 87½ cents an hour in this area, whereas in the Middle West where many of them come from, the wages are from 45 to 50 cents per hour.

The industries involved are largely shipbuilding and aircraft factories.

This has been brought about by publicity in the press and over the radio of major contracts being let for defense purposes.

5. Most of the in-migrants have found work in shipyards and aircraft factories after receiving training. Some migrants are stranded without work on account of lack of qualifications regarding citizenship.

6. This migration is characterized by the movement of workers from rural to urban areas and the geographical areas from which they come as to numbers is in the following order: Middle Western States, North Central States, Rocky Mountain States, Atlantic seaboard, South Central States, and Pacific coast area.

There has been very little in-migration of Negro workers.

7. (*a*) Additional housing facilities, (*b*) additional personnel and finances for health and sanitation, (*c*) additional recreation facilities, (*d*) additional finances and personnel for the various welfare organizations.

There has been considerable increase in the requirements of health and sanitation during the past few months, which is due directly to the in-migration brought about by the defense industries.

I am also informed that there has been a marked increase in welfare work during the past 6 months, about 50 percent of which is attributed to in-migrants who failed to obtain work and are without funds.

The registration of school children in October 1940 was 26,936 and the highest registration during the school year was 27,218, which indicates that there has been no marked increase in registration.

JUNE 18, 1941.

Mayor FRANCIS H. GENTRY,
Long Beach, Calif.

DEAR MR. GENTRY: In response to your request of June 10, we are submitting the following information relative to defense migration:

A survey was made through the community chest upon the request of Mrs. Longmoor, chairman of the committee of welfare and relief, council of social agencies, of transient families requesting assistance from the local agencies.

Reports were submitted by the State relief administration, bureau of public assistance, Catholic Welfare, Family Welfare, Travelers Aid, and city welfare, covering the month of May 1941. No report was received from either the Salvation Army or the Volunteers of America.

There were approximately 70 applications for aid during the month. Of this number, only about one-third were eligible for employment in the defense program. About 50 percent of the group were unattached; they were either single or had left their families in the East pending employment here. The States contributing the most applicants were Oklahoma and Texas.

As far as could be determined, the migration has been stimulated by the advertisements of the private aircraft schools. The community chest has asked assistance of the chamber of commerce in disseminating information relative to defense-work requirements in an effort to halt the migration of unemployables.

Information received by this department from clients indicates that the lower bracket rentals have been raised. There appears to be no definite housing shortage at this time, however.

LONG BEACH CITY SCHOOLS,
June 20, 1941.

FRANCIS H. GENTRY,
Mayor, City of Long Beach,
City Hall, Long Beach, Calif.

DEAR MAYOR GENTRY: This is in reply to your recent letter concerning an investigation which is being made by John H. Tolan, chairman of the House Investigation Committee on National Defense Migration. There are quite a few questions raised in his letter which I shall attempt to answer for your benefit.

There has been a considerable in-migration affecting Long Beach during this year. For example, we have now a net enrollment in our elementary schools of 1,000 over last year at this time. The normal course of events would bring about a decrease in enrollment, consequently, there has been quite a movement to offset this natural tendency.

We also know that the State employment office has been receiving from seven to eight hundred new persons a month in its registration file. Our defense-training centers have been receiving about 60 new persons a day in recent weeks. Apparently over 80 percent of the applications for work have occurred in relation to the defense activities in our community.

As to the quality of character of the migration—apparently, the largest percentage are young men under 30 years of age. Figures from the employment agency and our offices would indicate about one-half of them unmarried. Another large group is coming in without their families, looking for work and then the bringing of their families later.

The percentage of Negro applicants is almost nil.

There do not seem to be a large number of women applicants coming in, except in connection with families.

It is apparent that most of the migrants are not highly skilled and are in need of training. They are taking training in our various defense centers. A very small percentage of men coming here are skilled workers.

As to the immediate causes of migration—the essential reason is anticipated work in our airplane factories and in the shipbuilding centers. There is, of course, as you know, a considerable activity in relation to the construction of homes and other buildings. So far as I know, the migration has been in response to requests by the State employment offices and, to some extent, by the respective industries.

I believe that the records will indicate that those persons who are skilled have had little difficulty in getting work, but those who are unskilled have had to go through a period of training before getting work. It has been necessary for a rather small percentage of the folks to return to their former places of living.

The largest migration seems to be coming from the Middle West and the Northwest. Formerly the largest group came from Texas and Oklahoma.

The question relating to additional facilities is one which you can answer well in every respect, but I should like to add a word concerning our schools. It is apparent now that we shall need to do considerable construction in both elementary and secondary schools. We have indicated to the United States Office of Education some of our needs. As you know, we cooperated with you in a previous study when Mr. Ames was here. Our present budget is anticipating the addition of about 30 teachers in the elementary schools and some ten or fifteen in the secondary schools during the year coming, 1941–42. The study of the subdivisions that are now in progress will give us further light on this question. Much of our problem rests on the rapidity with which houses are built in the subdivisions. If there is any light that your offices can help us with on that question, we would appreciate it very much.

I trust that this information is of some assistance to you in your reply.

Cordially yours,

KENNETH E. OBERHOLTZER,
Superintendent of Schools.

(The following letter, which has been received subsequent to the San Diego hearing, has been entered as a part of the record, under the heading "Exhibit 27":)

EXHIBIT 27

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE FOR EMERGENCY MANAGEMENT,
DIVISION OF DEFENSE HOUSING COORDINATION,
Washington, D. C., July 25, 1941.

Hon. JOHN H. TOLAN,
House of Representatives.

MY DEAR MR. TOLAN: We have just had the opportunity to review the text of the hearings held in San Diego on June 12–13, 1941. The information in these hearings constitutes an extremely valuable study of the whole San Diego situation.

There is one fact which I believe might appropriately be added to the record. Prior to the hearings, this office was requested to consider the possibility of making dormitory accommodations available to National Youth Administration trainees. I note that this need is one which is referred to on several occasions throughout the testimony.

At the request of this office, the Farm Security Administration made available for National Youth Administration trainees 5 buildings of 70 units each, or a total of 350 units. The National Youth Administration pays $12 per month per person. All services are furnished by the Farm Security Administration except room service which is furnished by National Youth Administration trainees in hotel work. One building of 70 units is for the use of Work Projects Administration trainees.[1]

It is felt that these arrangements will assist in meeting what appeared to be an urgent need, and I am glad to offer this information for the record.

Sincerely yours,

C. F. PALMER, *Coordinator.*

The CHAIRMAN. I now direct that the record be left open for the receipt of supplemental statements and exhibits. This concludes the hearing, and the committee will stand adjourned subject to the call of the chairman.

(Whereupon, at 11.30 a. m., June 13, 1941, the committee adjourned, subject to the call of the chairman.)

[1] See p. 4856.

INDEX

Page

Defense Council 4944–4947, 4962
Eleventh Naval District:
  Collaboration with civil authorities 4872
  Naval Relief Society 4872
  Personnel 4873
Employment:
  Aircraft-plant rolls 4883
  Bureau of employment security 4947, 4948, 4949, 4950
  California Department of Employment 4948, 4949, 4950, 4956
  Consolidated Aircraft 4850, 4854, 4856, 4857, 4858, 4859, 4967
  Dismissal wage plan 4959
  Discrimination against Mexicans alleged 5010–5012
  Insurance 4894, 4895
  Methods 4956
  Opportunities 4996
  Requirements 4998
  Shipbuilding plant rolls 4883
  Trends 4852, 4867, 4868, 4948
  Unemployment 4867, 4869
Fallbrook, Calif.:
  Access highways 4927, 4928
  Federal aid 4929
  Naval ammunition depot 4928
  Sewers 4927, 4928, 4929
  Schools 4927, 4929
  Water supply 4928, 4929
Financial status of city of San Diego 4827, 4828, 4835
Growth of San Diego as naval, military, and defense industry center 4824, 4825, 4829, 4897, 4949, 4976, 4987–4990
Health:
  Child welfare 4908, 4912, 4943
  Communicable diseases 4899, 4900, 4905, 4907, 4908, 4910, 4911
  Complaints to health department 4900
  Conditions among 25 families in substandard homes 4898–4900
  Effects of overcrowding 4902
  Hospitals 4903, 4904, 4906, 4907, 4910, 4911, 4984–4986
  Relation to housing 4901
  Relation to production 4896
  Study of medical care costs 4897
Housing:
  Building costs 4884
  Coordination 4880, 4974, 5009
  Defense housing committee 4851, 4878–4880
  Demountable 4880, 4891, 4909, 4974
  Fair-rental committee 4849, 4851, 4879
  Future facilities 4882, 4888, 4889, 4975
  Government:
    Federal Housing Administration 4881, 4885
    Federal Security Agency 4881, 4909, 4939
    Kearney Mesa 4826, 4834, 4835, 4988, 4890
    Navy 4874, 4880, 5003–5005
  Homes registration bureau 4849, 4851, 4883, 4887
  Los Angeles Harbor area 5005
  Mobile 4880, 4881
  Monterey Peninsula area 4979

Housing—Continued. Page
Needs of Consolidated Aircraft employees 4884
Nondefense 4890, 4982, 5009
Private building 4881, 4968
Recommendations 4982–4984
Relation to employment 4855
Relation to health 4901, 4902
Relation to juvenile delinquency 4901
Rent-control legislation 4848, 4849, 4850, 4851, 4852, 4868, 4975, 4978
Rent increase 4848, 4872, 4875, 4968, 4969, 4970, 4971, 4977
Riverside 4978
San Luis Obispo 4979
Shortages 4849, 4853, 4888, 4913, 4949
Single men 4855, 4881, 4889, 5015
Substandard 4896, 4898, 4899, 4900, 4901, 4902, 4909, 4910, 4975
Survey of 1,500 workers' homes 4902
Trailer camps 4852, 4896, 4901
Vallejo 4981
Women 4993, 4994, 4995
Lanham Act 4826, 4827, 4833, 4933, 4940, 4961, 5007, 5008
Long Beach 5013, 5014
Map of city of San Diego 4990
Migrant workers' problems:
Lack of housing for large families 4836–4840, 4846, 4849, 4853, 4888, 5009
Summary of nonresident survey 4914–4916
Training for defense work 4876, 4877
Undirected migration 4859–4862, 4957, 4961
Migration:
Causes 4864, 4924
Farm labor 4957, 4961
General information 4863, 4864, 4948, 4949
Into San Diego area 4863
Out-migration 4865, 4869
Occupational characteristics 4864
Sources 4863, 4865, 4868, 4948, 4950, 5013
Types of migrants 4863, 4893, 4948
Work opportunities 4864, 4866
Municipal services:
Police 4835, 4917
Recreation 4825, 4872, 4875, 4992, 4993, 4999–5001
Water supply 4825, 4830, 4831, 4872, 4917
National City 4971, 4972
Relief:
Comparative figures 4912
County load, 1933 4843
County load, April 30, 1941 4843
County load, January 1939, April 1941 4917
Effects of housing shortage 4913, 4963
Origins of out-of-State cases 4920
Residence requirements 4913, 4922–4927
Statement of material relief by various agencies 4900
Thirty-day emergency aid 4922
Unemployables 4846, 4920, 4921
Roads and highways 4872, 4988, 4989, 5006
San Diego County:
Emergency fund 4842
Necessary bridge construction 4842
Parks 4844
Population increase 4843
Prisons 4846
San Diego's future problems 4918–4920
Schools 4872, 4881, 4892, 4929, 4932–4937, 4938–4941, 4965–4967, 4972, 4973
Social Security:
Liberal benefits in California 4958
Old-age assistance in San Diego County 4922
Operation of present program 4748
Proposed extension of coverage 4950, 4958
Unemployment compensation in San Diego County 4867

Page
Taxation ---- 4825, 4831, 4832, 4844
Traffic. (*See* Roads and Highways.)
Vocational training:
"Fake aircraft schools" ---- 4855, 4942, 4996
Other schools ---- 4996, 4997
Local trainees ---- 4941, 4948
National Youth Administration program ---- 4856, 4886, 4951–4955, 5014
San Diego vocational training school ---- 4855, 4866, 4881, 4886
Subsistence plan ---- 4956
Training within industry ---- 4942, 4943

×

BOSTON PUBLIC LIBRARY
3 9999 05706 1374

APR 2 1942